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Saving lives, changing minds

The international Federation of Red Cross and Red Crescent Societies’ work is guided by Strategy 2020 which puts forward three strategic aims:

1. Save lives, protect livelihoods, and strengthen recovery from disaster and crises.
2. Enable healthy and safe living
3. Promote social inclusion and a culture of non-violence and peace.

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Geneva, 2012

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Shelter Technical Brief - 24 months

Cover photo: Julien Goldstein / IFRC
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Acronyms

IFRC International Federation of Red Cross and Red Crescent Societies
RCRC Red Cross Red Crescent
ERU Emergency Relief Unit

CBHFA Community-Based Health and First Aid
PHAST Participatory Hygiene and Sanitation Transformation
CLTS Community-led Total Sanitation
PASSA Participatory Approach to Safe Shelter Awareness
VCA Vulnerability and Capacity Assessment

INA Integrated Neighbourhood Approach
E-Shelter Emergency Shelter
T-Shelter Transitional Shelter
P-Shelter Progressive Shelter

DRR Disaster Risk Reduction
DPR Disaster Preparedness and Response
DPDRR Disaster Preparedness and Disaster Risk Reduction
DMRR Disaster Management Risk Reduction

WASH Water, Sanitation and Hygiene Promotion
WATSAN Water and Sanitation
HP Hygiene Promotion

DPC Département Protection Civil
DINEPA Direction Nationale de l'Eau Potable et de l'Assainissement
MTPTC Ministère des Travaux Publics Transports et Communications
ASEC Administration des Sections Communales
CASEC Conseil d'Administration des Sections Communales
DGI Direction Générale des Impôts

CIDA Canadian International Development Agency
ECHO European Community Humanitarian Office
IASC Inter-Agency Standing Committee
IOM International Organization for Migration
PADF Pan American Development Foundation
WHO World Health Organization
HI Handicap International
UNOPS United Nations Office for Project Services
OCHA Office for the Coordination of Humanitarian Affairs
CDAC HAITI Communication with Disaster Affected Communities Haiti

IDP Internally Displaced Person
CCCM Camp Coordination Camp Management
DTM Displacement Tracking Matrix
GIS Geographic Information System

Sub-Hub: Shelter Cluster Coordination at the commune level

SME Small and Medium Enterprises
USD United States Dollar
GHT Gourde Haitienne, Haitian Gourde
HIV Human immunodeficiency virus
Twenty-four months after the earthquake that devastated much of Haiti, the Red Cross and Red Crescent (RCRC) working in Haiti have achieved significant results and reconstruction is slowly taking a foothold. 2011 was witness to many changes in Haiti including the swearing in of a new President, the nomination and subsequent acceptance (after numerous attempts) of a new Prime Minister and the start of transitioning the coordination of the earthquake operation from the United Nations back to various governmental ministries. During this time the highly visible camp population reduced from an estimated 1.5 million at the outset to just above 500,000 in December (IOM DTM: 519,164 as of November 20, 2011). Humanitarian needs will continue in camps. The international community is also reminded not to overlook those who remain in or have returned to neighbourhoods in unsafe housing.

As of September 2011, the RCRC through the contributions of more than 124 National Red Cross Societies supported by their publics, governments and private donors raised 1,182.6 million Swiss Francs. As of September approximately 586 million Swiss Francs or 48 per cent had been expended. Shelter accounts for 28 per cent of this expenditure whereby 23,224 shelter solutions have been provided. The second largest expenditure has been relief; the Red Cross collectively spent 132.1 million Swiss Francs providing nearly 200,000 households with much needed hygiene kits, tarpaulins, food assistance and other relief items.

The 2011 rainy and hurricane season came to a close with fewer storms and floods than predicted but impacts were still felt throughout the country. The Haitian Red Cross, with the support of RCRC continues to build nation-wide capacity to respond to future disasters. This includes on-going disasters of which cholera remains a concern. While treatment of cholera remains a government responsibility, HRCS with the support of partners will continue work to raise awareness and increase knowledge amongst the population to prevent and mitigate against the spread of cholera.

Significant results occurred in many programme areas including water and sanitation. At the height of the emergency more than 300,000 people were provided daily access to potable water and over three million were reached by hygiene promotion activities. For details on these and other results in health, livelihoods and disaster preparedness please consult the section ‘Haiti by numbers: The Red Cross Red Crescent response’.

Eduard Tschan, IFRC country representative, Haiti
A note in reading the Shelter Technical Brief | 24 months

The Haiti earthquake operation is one of the largest single country responses in the history of the Red Cross Red Crescent. To support the Haitian Red Cross, sister Red Cross Red Crescent Societies have contributed expertise and resources to deliver shelter solutions to beneficiaries in an incredibly challenging context.

Red Cross Red Crescent Societies working in the shelter sector in Haiti coordinate through the Red Cross Shelter Technical Committee. The committee ensures mapping of shelter activities, information sharing, and gathering of best practices, all of which are shared amongst Red Cross Red Crescent partners.

The post earthquake context in Haiti is complex and thus a flexible approach is required so that specific community needs and contexts can be responded to appropriately.

Now, 24 months since the disaster, many shelter projects are underway and several have concluded. Programming falls into two categories: emergency shelter support, and safer and improved shelter solutions.

In order to share progress and responses to challenges encountered and planned initiatives, the Shelter Technical Committee is publishing this 24 month shelter brief, based on contributions by implementing members.
PART 1 | Shelter Programme

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1.1 | From transition to recovery

2011 was a year of transition: a new Government, the end of the Interim Haiti Recovery Commission, a downscaling of relief and increased expectations about the pace of recovery. It remains to be seen what 2012 will bear witness to. We can anticipate increased efforts in more permanent solutions; for example more permanent housing, more community infrastructure, including building and rehabilitation of hospitals, schools and clinics; greater investments in water & sanitation infrastructure, etc. In 2012 we should be able to see a greater role being played by the Government and the Haitian people in the recovery process and a continued decline or less visible role of the international community.

As the new government solidifies its base and continues to strengthen, we can expect greater emphasis on urban reconstruction plans along with broader national development plans. The Red Cross Red Crescent will continue to support the Government in these efforts building and expanding on relationships already in place. This includes the national water authority (DINEPA), and the 16/6 camp to community programme along with the emerging housing unit, the Prime Minister’s office and the various UN agencies involved. Support to the Ministry of Health in designing and implementing curriculums that encourage healthy lifestyles and promote behaviour change will scale up. The partnership with the Civil Protection Directorate (DPC) will also be enhanced as Haitian Red Cross and DPC work on both national and local priorities designed to help Haiti prepare for, respond to and mitigate the impact of disasters. International partnerships such as the one with PADF will need to be monitored and if successful, potentially scaled up to support the rehabilitation of the housing stock in Port-au-Prince.

As recovery programmes are more developmental in nature, time is needed to realize lasting and meaningful results. We can expect the Haitian Red Cross and vulnerable communities to receive strong support from the RCRC for at least the next three years. 2012 will indeed be an important year for the earthquake recovery operation as the foundations built over the last two years have now solidified.
An overwhelming challenging response environment

On the aftermath of the 12 January 2010 earthquake, to support the Haitian Red Cross and the affected population, Red Cross Red Crescent triggered one of its larger operations in a single country. IFRC and National Societies mobilised more than 21 Emergency Response Unit and a Shelter Technical Team was deployed to initiate the shelter response plan.

The International Organisation for Migration (IOM) estimated that more than 1.5 million people were internally displaced from the disaster, gathering in streets, public and private empty spaces, creating thousands of self-makeshift camps in greater Port-au-Prince, Jacmel, Léogâne, Petit Goâve, Grand Goâve and Gressier.

Haiti was one of the largest and fastest international emergency shelter responses in recent history, covering the immediate needs of the affected population in just a few months. Nevertheless, it was quickly obvious that further shelter response covering emergency, transitional, early recovery and reconstruction would face numerous challenges. Challenges included land access (availability, debris, tenure), specificities of various urban and rural settings in post earthquake Haiti, vulnerability to new climatic hazards, continuous displacement of populations, logistics, a weakened Haitian government, absence of housing in pre-earthquake Haiti and endemic rural and urban poverty.

A massive emergency shelter response...

Red Cross and Red Crescent National Societies first responded by a massive emergency shelter response implemented in collaboration with the Inter-Agency Standing Committee Shelter/Non Food Items cluster (convened by IFRC until November 2010) and governmental and local authorities.

The first emergency shelter support target set in April 2010 by the Red Cross Red Crescent was 80,000 households. This target was quickly increased due to the massive need for shelter. A second distribution campaign of emergency shelter items was launched from August 2010 to September 2011 to replace shelters that had deteriorated because of Haiti’s harsh climate.

Emergency shelter items (tarpaulins, tents, shelter tool kits or timber) were delivered by dedicated Haitian Red Cross volunteers, following case by case field assessments, with the support of Red Cross Red Crescent Societies relief teams.

In total, 24 months after the earthquake, Red Cross Red Crescent Societies, have provided 179,645 households with an emergency shelter solution, 67,251 households with an emergency shelter replacement solution, and have reinforced emergency shelters for 4,511 households in camps. All the reported emergency shelter reinforcement programmes in IDP camps were implemented by the Red Cross Red Crescent.
An extended and flexible shelter programme...

Shelter support to the affected population did not end with emergency shelter support. In April 2010, Red Cross Red Crescent Societies committed to providing safer and improved shelters, with access to adequate water and sanitation facilities whenever feasible, to 30,000 families. In Haiti, the shelter programming challenges are enormous. Land access was and remains a major impediment to the delivery of transitional shelters and other related services, such as latrines. Land access challenges include land availability, rubble removal and land tenure traceability.

Red Cross Red Crescent Societies enhanced the scope of the shelter programme options, as the Haitian context evolved and new programme opportunities arose. Options include transitional shelter, progressive shelter, upgraded transitional shelter, host family and community support, financial support for resettlement, and more recently permanent housing construction and housing repair. The shelter programme is implemented by the IFRC secretariat, nine National Societies and various external partners.

Shelter programming has prioritized the work and technical capacity building of Haitian families and communities, providing thousands of job opportunities to facilitate the self recovery of affected populations. The Red Cross Red Crescent shelter programme was submitted to the Interim Haiti Recovery Commission in 2010. Implementation and progress monitoring had been done in close liaison with local authorities and inter-agency coordination mechanisms, such as the IASC Haiti Shelter Cluster.

24 months after the earthquake, 23,324 households have been supported through a safe and improved shelter solution provided by the Red Cross Red Crescent shelter programme.

One out of five transitional, upgraded and progressive shelter solutions implemented in Haiti has been provided by the Red Cross Red Crescent shelter programme. Furthermore, nearly half of the resettlement solutions to Internally Displaced Persons who were financially supported to find safer and dignified housing solutions out of camps, were provided by the Red Cross Red Crescent shelter programme.

37 per cent of solutions have been provided within the greater Port-au-Prince metropolitan area and 63 per cent in other affected areas such as Léogâne, Gressier, Petit Goâve or Jacmel. More than 80 per cent of solutions have been provided in the last 12 months, thanks to the intense preparation work conducted in 2010. This work included identifying beneficiaries, tracking land tenure, removing rubble, setting up a logistics pipeline, organizing workshops and technical capacity building, and working with communities.

The initial commitment has now been extended to 37,000 solutions with the inclusion of a vast 5,000 housing repair programme and the scaling up of a camp decongestion programme for 2,000 additional families in support of the 16/6 government initiative.

The way forward for 2012...

Red Cross Red Crescent Societies will fulfill their increased commitment, providing the remaining planned 14,000 shelter solutions are already identified. Comprehensive monitoring of the shelter programme will continue to insure the proper improvement of processes and the recording of lessons learned.

Households supported through the camp decongestion programme will receive additional appropriate support, to facilitate the sustainability of housing solutions they choose to access. Thousands of transitional shelter structures already erected in some communities of Léogâne will continue to be upgraded.

The Red Cross Red Crescent will continue to ensure the empowerment of the population to respond to natural disasters and manage their living areas. Additional support in managing the improvement and maintenance of shelters will be provided to enhance the autonomy of Internally Displaced Persons, who have no other choice than to stay in camps.

The emergency response capacity of the Haitian Red Cross will be reinforced to complement the maintenance of pre-positioned non-food relief stock for 30,000 families in Haiti. This will be done through the identification and training of trainers in emergency shelter improvement and post disaster distribution. The trainers will insure the training of volunteers in regional branches to allow for rapid shelter support in the case of a future event.
In Haiti, the path to recovery requires a flexible and multipronged strategy to transition communities from emergency shelters in informal makeshift camps, to safer housing and neighbourhoods. Reconstruction of devastated Haitian neighbourhoods must be driven by the Haitian government, local authorities and communities. Red Cross Red Crescent Societies are liaising with all stakeholders, aligning shelter programmes within national policies.

The Red Cross Red Crescent recovery strategy is focusing on an integrated neighbourhood approach (INA), which not only looks at housing repairs but at all of the services needed for a community to thrive, working side by side with local residents and involving them actively in the renovation of their neighbourhoods. This involves working at the neighbourhood level to support people by providing a comprehensive basket of services. According to assessed needs, this could include shelter, water and sanitation, livelihood support, risk reduction, community-based health, and social infrastructure, such as community centres, clinics and schools.

The theory of change assumes that providing families with a shelter solution and increasing access to key inputs and services through an integrated community mobilization approach will lead to stronger, safer and more resilient communities. The work has already started and will scale up in months to come in some neighbourhoods and communities of Port-au-Prince metropolitan area and Léogane.

According to the government, only 22 per cent of houses in Port-au-Prince were entirely destroyed or rendered unsalvageable by the earthquake, known as red houses. The rest are either safe to return to (green) or able to be repaired (yellow)*. Consequently, large scale efforts to repair houses will be the cornerstone of transitional and permanent reconstruction efforts in the coming years. To respond to this priority, the Red Cross Red Crescent is committed to repairing more than 5,000 damaged houses through a partnership with the Pan American Development Foundation (PADF).

Removal of debris remains a major obstacle to the return and temporary resettlement of affected households as well as to the beginning of re-planning and reconstruction activities. In June 2011, the IFRC began piloting new ways to recycle rubble. Sand and gravel from processed rubble is used to make paving bricks for footpaths, pre-cast concrete products and concrete blocks. The target is to remove 25,000m3 of rubble from Port-au-Prince, and of that, recycle or reuse a minimum of 50 per cent. Already, 330m3 of rubble has been removed and recycled for the manufacture of pavers and pre-cast drain covers.

While much rubble has been removed to date, a significant portion remains in the form of red houses that need to be demolished and cleared. Rubble recycling programming represents a great opportunity to transform what could be seen as an obstacle, into community livelihood opportunities. Using sorted rubble in gabion basket retaining walls, allows mitigating risk at neighbourhood level.

Recovery is proceeding for many Haitians, and actors are increasingly recognising that recovery for Haiti’s affected populations is not a one-solution issue but rather requires a package of interventions to assist people in restoring their lives. However, fundamental structural and legal problems, along with the need for human development strategies based on tenets of economic opportunity and poverty reduction, can only be overcome by closer collaboration between Government, multilateral and bilateral aid agencies, non-governmental organisations, the Red Cross Red Crescent, and most importantly, local communities.

* Ministère des Travaux Publics Transports et Communications (MTPTC)
1.3 | Issue brief | Haiti two years on: Why are so many people still in camps?
1.3 | Issue brief | Haiti two years on: Why are so many people still in camps?

Current context

Haiti has seen significant transition and progress in 2011. Nearly a million people displaced by the earthquake have left the camps; a new Haitian Government has been sworn into power and has quickly taken steps to lead the reconstruction effort and nearly half of the 10 million cubic meters of debris generated by the earthquake has been cleared.

According to IOM, the camp population had decreased from 1.5 million people to less than 520,000 people by November 2011. This decline reflects, in part, the rapid increase in the pace of shelter solutions which has enabled hundreds of thousands of people to leave camps and find temporary shelter solutions. The emergency distribution of tarpaulins, water, food and blankets that dominated relief operations in the first year has given way to the provision of more than 100,000 transitional shelters, financial support to livelihoods, a transitioning of water and sanitation services back to the authorities and local communities and large camp decongestion programmes offering rental support and relocation grants.

But while there are clear signs of progress, it is also clear that there are on-going humanitarian concerns and that much more remains to be done to support displaced people to find more appropriate accommodations. Support to people to leave the camps cannot account for the complete decline in the camp population and concerns remain regarding where some people have moved to, how safe their new homes are and if they are getting the support they need.

It is well known that many displaced people continue to live in unrepaired houses and even houses in need of demolition, and that many who left the camps have returned to these unsafe structures. A recent study shows that the decline in the number of people in camps does not always mean that people have found sustainable housing solutions, as many people who left the camps did so not because they found a shelter solution but rather because of deteriorating conditions, vulnerability to rain and hurricanes, insecurity, or eviction.

At the same time, the rate of decrease in the camp population has significantly slowed and the majority of those who remain in the camps would like to leave but lack the means and resources to do so.

Long-standing problems continue to complicate return and recovery

The challenge of providing Haiti’s displaced population with safe and sustainable shelter solutions continues to be complicated by long-standing problems. These include the following.

Pre-earthquake housing crisis

The existence of hundreds of thousands of vulnerable Haitians without shelter cannot only be seen as an aftermath of the 2010 earthquake. Haiti has long faced a major shortage of housing solutions; it is estimated a significant number of people were without adequate housing solutions in Port-au-Prince prior to the earthquake, as people flooded into the capital in search of work and livelihood opportunities.

Extreme poverty

The majority of the displaced population who remain in camps lived in extreme poverty before the earthquake and lack the resources to rebuild their lives without significant external assistance. Providing these people with the necessary support will require a coordinated and integrated approach to improve access to social services, to create livelihood opportunities, to improve infrastructure and create a viable housing and urban development sector where one did not exist before.

Renters and the shortage of rental stock

The majority of those who have not been able to leave the camps were renters or squatters before the earthquake and most did not have viable livelihoods. Many are indebted and cannot afford to pay rent since the earthquake. At the same time, much of the rental stock was badly affected by the earthquake and has yet to be repaired. The pace of house repairs and reconstruction must increase to provide access to housing solutions for those still in camps.

Weak housing sector

Haiti’s housing sector, like its economy, has functioned primarily on an informal level. There has been no dedicated government agency responsible for housing and, consequently, no sectoral policies or regulatory instruments to guide housing and urban development.

1. CCCM, DTM, September 2011. “The total displaced population in September 2011 has not changed substantially compared to the previous period; only a decrease of 9% is observed. 149,317 IDP households estimated in July 2011 compared to 135,961 reported in September 2011. When compared to the estimates in July 2010, a decrease of 62% is observed (IDP households).”

1.3 Issue brief | Haiti two years on: Why are so many people still in camps?

Complex land administration and management systems

Haiti’s weak land administration system and largely informal land tenure context have resulted in a lack of clarity about regulations and procedures for verifying land ownership and accessing land for reconstruction. These must be addressed systematically through interim steps that support immediate reconstruction efforts, such as participatory enumeration and the review of laws on land acquisition for public utility, while longer-term improvements such as the development of an inventory of public land, and legal and institutional reforms are developed.

If the common goal of the Haiti reconstruction effort is to build back better than before, the Government of Haiti must be supported to start addressing these long-standing problems.

The politics of reconstruction

While a new Haitian president was sworn into power in May, political instability continued to affect the pace of recovery efforts in early 2011. The appointment of a prime minister in particular was subject to intense political debate and subsequent delays, meaning that many other key positions also remained unfilled. With both the president and prime minister now in place, progress towards a stronger, more stable government is evident allowing for increased collaboration between the many recovery actors in Haiti and the relevant national departments.

The first example of the Government taking leadership in guiding the reconstruction process is demonstrated by their 16 Neighbourhoods/6 Camps project (16/6). The project aims to support the closure of six camps in Port-au-Prince and renovate sixteen neighbourhoods. Approved by the Interim Haiti Recovery Commission in August 2011 it will be implemented in phases with various agencies responsible for different layers of implementation such as registration, planning, debris removal etc.

The Government of Haiti has shown its commitment to working with the international community in the implementation of this plan. The first of the 6 camps has now closed, in Place Saint-Pierre, with the support of IOM via a rental support scheme. The Government has also recently established a new unit for housing and public building construction (Unité de Construction des Logements et des Bâtiments Publics). Working with the Prime Minister’s office, this unit will be responsible for the coordination of reconstruction of public buildings, the management of housing and relocation projects, and the provision of policies and technical support related to housing.

Supporting camp decongestion

Self sheltering solutions

The International Federation of Red Cross and Red Cross Crescent Societies (IFRC) was one of the first agencies to implement a comprehensive camp decongestion programme through rental and host family support. Working with displaced communities, the IFRC has identified a series of options which families can choose from, depending on what would best enable them to return to a semblance of normal life. These include providing financial support for people to pay their rent, supporting them to live with host families or, where appropriate, building a transitional shelter. Over 4,600 families have received financial support to leave camps from this innovative approach with more than 900 returning to communities of their choice in the provinces since July 2010, when this programme started. In recognition of the fact that providing homes and restoring livelihoods go hand in hand, the IFRC also provides each household with a modest resettlement grant that helps households address their most pressing needs, ranging from furniture purchase to school fees to debt payment. A second livelihoods grant is intended to help people secure an income and therefore ensure sustainability. For instance, the rental support is intended to cover one year’s rent and it is hoped that during this time the family can restore their livelihood, enabling them to pay the next years rent. It is noteworthy that debt relief and access to credit are consistently stated as urgent needs for Haiti’s earthquake affected population.

Support to 16/6

The Red Cross is supporting the Government’s 16/6 project plan by taking on Camp Mais Gate, home to nearly 2,000 families, which is the equivalent of 40% of the camp population the programme aims to reach. This ambitious plan is already underway with hundreds of families receiving assistance, including rental, host family and housing repair support, to enable them to leave the camps. Crucially, this support enables people to identify their own solution to leave the camp, whether it be finding a place to rent and negotiating the price with the landlord or arranging to move in with a family member. Work began in the camp in early November and already over 1,500 families have been able to leave the camp thanks to this support.

4. 6 January 2012 achievements
1.3 | Issue brief | Haiti two years on: Why are so many people still in camps?

IFRC Recommendations

1. A more comprehensive information system must be created. There is a significant lack of reliable and comprehensive information regarding the displaced population, not just those in camps, which has led to gaps in data, a general distrust of the figures quoted, difficulty in assessing needs, and challenges in tracking recovery progress of displaced populations over time. This should be cross sectoral to ensure all recovery partners working in Haiti are sharing the information they gather.

2. The pace of house repairs and reconstruction in Port-au-Prince must increase to provide access to housing solutions for those still in camps. Large scale camp decongestion programmes, including that of IFRC, are now underway and are making significant progress. But this will undoubtedly slow down in the coming months unless more safe and improved housing solutions are created.

3. The Government of Haiti and local authorities must identify those camps which might become de facto permanent settlements and develop ways of integrating them in urban planning and development.

4. The international community must support the Government of Haiti’s leadership of the reconstruction process, including the development of an overarching reconstruction framework that will set clear objectives, priorities, and milestones for the reconstruction process and allow the Government to effectively coordinate and monitor the work of all reconstruction partners.

5. Recovery programmes must place a greater focus on livelihoods support and economic opportunities. It is estimated that the majority of people still in camps were renters before the earthquake. But with limited income generating activities available many people have no way of affording their rent. The rental system in Haiti often requires a down payment for a year; an impossibility for a camp resident who has lost everything in the earthquake and has no livelihoods prospects.

6. The decentralization of Haiti must be put in motion to mitigate urban migration to Port-au-Prince, in order to limit eventual pressure on actual IDPs camps. While the majority of the displaced population are in urban areas, more attention and support must be provided also in rural and remote areas, through the improvement of local infrastructure, vocational training and employment opportunities.

7. The Interim Haiti Recovery Commission, of which IFRC was a member, provided a vital multilateral platform for coordination. Whilst not perfect, the removal of this mechanism will leave a significant gap and we look to the Haitian Government to determine future ways of working which can bring together key groups to ensure a collective understanding and coordination of reconstruction efforts.
1.4 | Haiti by numbers* | The Red Cross Red Crescent Response

*All figures are drawn from the ‘Haiti earthquake 2010, Two-Year progress report’ (November 15, 2011) with the exception of the shelter section (December 15, 2011)

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<th>TOTAL REACHED</th>
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<td></td>
<td>Total number of households reached with tarpaulin replacement</td>
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<td></td>
<td>Total number of households reached with reinforcement/improvement of emergency shelter</td>
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<td>-</td>
<td>5,703</td>
</tr>
<tr>
<td></td>
<td>Total number of shelter beneficiary households with access to improved water source</td>
<td>-</td>
<td>9,963</td>
</tr>
</tbody>
</table>

1 The methodology of tracking households reached has been refined and the number of households provided with emergency shelter materials for replacement has been adjusted accordingly.

2 The number of households reached with safe and improved shelter solution captures the households that moved into a transitional/upgradable shelter, permanent shelter, or received a settlement or relocation grant to support them in finding a self-sheltering solution.
## 1.4 | Haiti by numbers

*All figures are drawn from the 'Haiti earthquake 2010, Two-Year progress report' (November 15, 2011) with the exception of the shelter section (December 15, 2011)*

<table>
<thead>
<tr>
<th>PROGRAMME AREA</th>
<th>INDICATORS</th>
<th>TOTAL REACHED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relief distribution</td>
<td>Estimated number of households provided with at least one type of essential non-food relief item</td>
<td>226,030</td>
</tr>
<tr>
<td></td>
<td>Total number of households provided with food assistance</td>
<td>195,160</td>
</tr>
<tr>
<td>Healthcare</td>
<td>Total number of patients treated in Red Cross Red Crescent emergency healthcare facilities</td>
<td>229,977</td>
</tr>
<tr>
<td></td>
<td>Total number of people reached by community-based health and first-aid services</td>
<td>1,050,118</td>
</tr>
<tr>
<td>Water and sanitation</td>
<td>Total amount of drinking water distributed (emergency set-up)</td>
<td>1,232,001,470 liters</td>
</tr>
<tr>
<td></td>
<td>Total number of people provided with daily access to drinking water at the peak of the emergency operation</td>
<td>317,480</td>
</tr>
<tr>
<td></td>
<td>Estimated number of households with increased availability of drinking water through the rehabilitation of water systems and/or creation of new improved water sources</td>
<td>14,678</td>
</tr>
<tr>
<td></td>
<td>Total number of households provided with access to an improved sanitation facility</td>
<td>8,273</td>
</tr>
<tr>
<td></td>
<td>Total number of improved sanitation facilities newly built or rehabilitated</td>
<td>8,036</td>
</tr>
<tr>
<td></td>
<td>Total number of people reached through hygiene promotion activities</td>
<td>3,301,164</td>
</tr>
<tr>
<td>Community and social infrastructure</td>
<td>Total number of schools to be newly built, rehabilitated, equipped or strengthened</td>
<td>51</td>
</tr>
<tr>
<td></td>
<td>Total number of clinics or hospitals to be newly built, rehabilitated, equipped or strengthened</td>
<td>26</td>
</tr>
<tr>
<td>Livelihoods</td>
<td>Total number of households that have received livelihood support grants, loans or other forms of financial support</td>
<td>68,953</td>
</tr>
<tr>
<td></td>
<td>Total number of children who received grants for the payment of school fees and other educational expenses during one school year</td>
<td>17,898</td>
</tr>
<tr>
<td></td>
<td>Total number of people supported through the provision of short-term employment opportunities - cash-for-work activities</td>
<td>82,693</td>
</tr>
<tr>
<td>Disaster preparedness and risk reduction</td>
<td>Total number of households covered by pre-positioned non-food relief stock for Haiti</td>
<td>30,046&lt;sup&gt;3&lt;/sup&gt;</td>
</tr>
<tr>
<td></td>
<td>Total number of community members trained in vulnerability and capacity assessment or community-based disaster management</td>
<td>3,214</td>
</tr>
</tbody>
</table>

<sup>3</sup> Some of the pre-positioned stocks have already been used to respond to smaller-scale disasters; however, a precise record of these items used is not available. Therefore, the reported figures do not accurately capture the number of households that could be assisted with the current stocks. Efforts will be made to strengthen the capacity to maintain an updated inventory of all available stocks in the future.
1.5 Programmatic analysis | Shelter & Housing

The graph below reflects the shelter solutions implemented in Haiti until December 15, 2011 in response to the January 12, 2010 earthquake by all shelter actors, including Red Cross Red Crescent Societies, as reported by the Haiti E-Shelter / CCCM cluster. As of December 15, 2011 more than 121,409 shelter solutions have been provided across the entire country.

= 161,826 solutions targeted (100%)
= 121,409 solutions implemented (75%)

- Transitional / progressive / upgraded shelters implemented by all actors
- Alternative solutions / Rental subsidies implemented by all actors
- Housing repair implemented by all actors
- Housing construction implemented by all actors
- Remaining target by all actors
1.5 | Programmatic analysis | Shelter & Housing

The graph below reflects the **different shelter solutions implemented in Haiti until December 15, 2011** in response to the January 12, 2010 earthquake by Red Cross Red Crescent Societies and other actors, as reported by the Haiti E-Shelter / CCCM cluster.

- **Housing construction implemented by other actors**
- **Housing construction implemented by Red Cross Red Crescent societies**
- **Housing repair implemented by other actors**
- **Housing repair implemented by Red Cross Red Crescent societies**
- **Alternative solutions / Rental subsidies implemented by other actors**
- **Alternative solutions / Rental subsidies implemented by Red Cross Red Crescent societies**
- **Transitional / progressive / upgraded shelters implemented by other actors**
- **Transitional / progressive / upgraded shelters implemented by Red Cross Red Crescent societies**

The graph shows the following numbers for different shelter solutions:

- **80,367** Transitional / progressive / upgraded shelters implemented by Red Cross Red Crescent Societies
- **20,115** Housing construction implemented by other actors
- **3,086** Housing construction implemented by Red Cross Red Crescent societies
- **3,239** Housing repair implemented by other actors
- **11,295** Housing repair implemented by Red Cross Red Crescent societies
- **3,124** Alternative solutions / Rental subsidies implemented by other actors
- **85** Alternative solutions / Rental subsidies implemented by Red Cross Red Crescent societies
- **98** Transitional / progressive / upgraded shelters implemented by other actors
1.5 | Programmatic analysis | Shelter & Housing

The bar graph on the left reflects the shelter solutions implemented in Haiti until December 15, 2011 in response to the January 12, 2010 earthquake by Red Cross Red Crescent Societies and other actors, as reported by the Haiti E-Shelter / CCCM cluster. The bar graph on the right reflects the remaining target to be accomplished by Red Cross Red Crescent Societies and other actors, as reported by the Haiti E-Shelter / CCCM cluster.
1.5 | Programmatic analysis | Shelter & Housing

The tables below reflect the Safe and Improved Shelter Solutions implemented through the Red Cross Red Crescent Societies shelter programme. **More than 23,324 safe and improved shelter solutions have been provided to date by Red Cross Red Crescent Societies.** (source: Haiti Red Cross Shelter Technical Committee, 15 December 2011)

### Safe and improved shelter solutions

<table>
<thead>
<tr>
<th>RCRC partners</th>
<th>Safe and improved shelter solutions</th>
<th>Households supported</th>
<th>Shelter units built</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Transitional, upgraded and progressive shelter</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Canadian Red Cross</td>
<td>6,712</td>
<td>5,319</td>
<td>5,319</td>
</tr>
<tr>
<td>Canadian Red Cross / IFRC secretariat</td>
<td>195</td>
<td>195</td>
<td>195</td>
</tr>
<tr>
<td>French Red Cross / IFRC secretariat</td>
<td>2,530</td>
<td>2,002</td>
<td>2,005</td>
</tr>
<tr>
<td>German Red Cross / Austrian Red Cross</td>
<td>3,000</td>
<td>1,895</td>
<td>1,895</td>
</tr>
<tr>
<td>Spanish Red Cross / Haitian Red Cross</td>
<td>4,500</td>
<td>3,001</td>
<td>3,725</td>
</tr>
<tr>
<td>Netherlands Red Cross</td>
<td>174</td>
<td>174</td>
<td>174</td>
</tr>
<tr>
<td>Swiss Red Cross</td>
<td>599</td>
<td>596</td>
<td>596</td>
</tr>
<tr>
<td>Norwegian Red Cross / IFRC Secretariat</td>
<td>700</td>
<td>700</td>
<td>700</td>
</tr>
<tr>
<td>American Red Cross (External Partners)</td>
<td>6,500</td>
<td>5,198</td>
<td>5,198</td>
</tr>
<tr>
<td>IFRC secretariat / Haitian Red Cross</td>
<td>1,415</td>
<td>1,035</td>
<td>1,135</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>26,325</td>
<td>20,115</td>
<td>20,942</td>
</tr>
</tbody>
</table>

### Safe and improved shelter solutions

<table>
<thead>
<tr>
<th>RCRC partners</th>
<th>Safe and improved shelter solutions</th>
<th>Households supported</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Alternative shelter solutions</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>British Red Cross</td>
<td>100</td>
<td>90</td>
</tr>
<tr>
<td>IFRC secretariat / Haitian Red Cross</td>
<td>4,921</td>
<td>2,996</td>
</tr>
<tr>
<td><strong>Total alternative shelter solutions</strong></td>
<td>5,021</td>
<td>3,086</td>
</tr>
</tbody>
</table>

### Permanent housing construction / reconstruction

<table>
<thead>
<tr>
<th>RCRC partners</th>
<th>Safe and improved shelter solutions</th>
<th>Households supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Red Cross</td>
<td>400</td>
<td>5</td>
</tr>
<tr>
<td>IFRC Secretariat / Haitian Red Cross</td>
<td>250</td>
<td>0</td>
</tr>
<tr>
<td>Italian Red Cross / IFRC secretariat / Haitian Red Cross</td>
<td>53</td>
<td>0</td>
</tr>
<tr>
<td>Canadian Red Cross (External Partner)</td>
<td>600</td>
<td>80</td>
</tr>
<tr>
<td><strong>Total permanent housing construction / reconstruction</strong></td>
<td>1,303</td>
<td>85</td>
</tr>
</tbody>
</table>

### Permanent housing repair

<table>
<thead>
<tr>
<th>RCRC partners</th>
<th>Safe and improved shelter solutions</th>
<th>Households supported</th>
</tr>
</thead>
<tbody>
<tr>
<td>American Red Cross (Partner PADF)</td>
<td>5,000</td>
<td>38</td>
</tr>
<tr>
<td>British Red Cross</td>
<td>250</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total permanent housing repair</strong></td>
<td>5,250</td>
<td>38</td>
</tr>
</tbody>
</table>

= **23,324 households supported**
1.5 | Programmatic analysis | Shelter & Housing

The graphic below reflects the progress of Safe and Improved Shelter Solutions implemented through the Red Cross Red Crescent Societies shelter programme. More than 23,324 safe and improved shelter solutions have been provided to date by Red Cross Red Crescent Societies. (source: Haiti Red Cross Shelter Technical Committee, 15 December 2011)
## PART 2 | Shelter Projects

2.1 | Red Cross Red Crescent Societies: shelter options table  
2.2 | Red Cross Red Crescent Societies shelter projects: geographical implementation  
2.3 | American Red Cross  
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   | b. Host family support programme  
   | c. LAMIKA Miyò nan yo Katye pi asire (“A better life in a safer area”)  
2.4 | British Red Cross  
   | a. Participatory Approach to Safe Shelter Awareness  
   | b. Integrated recovery programme in Delmas 19  
   | c. Shelter improvement project in La Piste / JMV  
2.5 | Canadian Red Cross  
   | a. Shelter programme  
   | b. Integrated Neighbourhood Approach in Delmas 9  
2.6 | French Red Cross  
   | a. Shelter programme  
   | b. Integrated Neighbourhood Approach in Delmas 9  
2.7 | German Red Cross / Austrian Red Cross  
   | Recovery programme in Léogâne and Gressier  
2.8 | IFRC secretariat  
   | a. Transitional shelter programme  
   | b. Rubble recycling programme  
   | c. Decongestion of camps  
   | d. Integrated Neighbourhood Approach (INA)  
2.9 | Netherlands Red Cross  
   | Shelter, sanitation and hygiene promotion  
2.10 | Spanish Red Cross / Haitian Red Cross  
   | Progressive shelter in Léogâne  
2.11 | Swiss Red Cross / Belgian Red Cross  
   | Reconstruction activities
The table below reflects the *diversity of key activities and additional activities* considered by Red Cross Red Crescent Societies for the actual and eventual implementation of their shelter projects. The activity coding references can be found in each of the following project description.

<table>
<thead>
<tr>
<th>KEY ACTIVITY</th>
<th>DESCRIPTION</th>
<th>INFORMATION</th>
<th>CODE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Emergency shelter (ES) support</strong></td>
<td>ES support</td>
<td>Provision of ES materials (recovery kit, tent or shelter toolkit)</td>
<td>A1</td>
</tr>
<tr>
<td></td>
<td>ES material replacement</td>
<td>Provision of ES materials (recovery kit or shelter toolkit), to replace those that were damaged or worn-out</td>
<td>A2</td>
</tr>
<tr>
<td></td>
<td>ES upgrade / reinforcement</td>
<td>Physical reinforcement of ES</td>
<td>A3</td>
</tr>
<tr>
<td><strong>Transitional shelter (TS) support</strong></td>
<td>TS implementation in transitional settlement</td>
<td>Provision of a transitional shelter that meets, at least, minimum standards as defined by the Inter-Agency Standing Committee (IASC) Haiti Shelter Cluster, within an identified transitional settlement.</td>
<td>B1</td>
</tr>
<tr>
<td></td>
<td>TS implementation on an individual plot</td>
<td>Provision of a transitional shelter that meets, at least, minimum standards as defined by the Inter-Agency Standing Committee (IASC) Haiti Shelter Cluster, on individual beneficiary plot</td>
<td>B2</td>
</tr>
<tr>
<td></td>
<td>TS through training / material package</td>
<td>Provision of shelter material and safe construction training, to allow self sheltering within original settlement</td>
<td>B3</td>
</tr>
<tr>
<td></td>
<td>Resettlement package (Rental support, host families, return to province)</td>
<td>Financial and technical support to facilitate self sheltering within safe and improved living conditions</td>
<td>B4</td>
</tr>
<tr>
<td></td>
<td>Progressive shelter</td>
<td>Additional material improvement of a transitional shelter structure to increase its life span by up to 5 to 15 years.</td>
<td>B5</td>
</tr>
<tr>
<td></td>
<td>Improved transitional shelter</td>
<td>Immediate or additional material improvement of a transitional shelter structure to increase its life span by up to 5 to 15 years.</td>
<td>B6</td>
</tr>
<tr>
<td><strong>Permanent housing (re) construction</strong></td>
<td>Permanent housing construction using recycled rubble</td>
<td>Permanent housing construction using sorted and recycled rubble (gabion house)</td>
<td>C1</td>
</tr>
<tr>
<td></td>
<td>Permanent housing through owner driven scheme</td>
<td>Construction of permanent housing, following owner-driven scheme</td>
<td>C2</td>
</tr>
<tr>
<td></td>
<td>Permanent housing through donor driven scheme</td>
<td>Construction of permanent housing, following donor-driven scheme</td>
<td>C3</td>
</tr>
<tr>
<td><strong>Permanent housing repair/retrofitting</strong></td>
<td>Permanent housing repair/retrofitting</td>
<td>Repair/retrofitting of yellow tagged, damaged houses, to ensure safe sheltering to home tenants, owners and renters.</td>
<td>D1</td>
</tr>
<tr>
<td></td>
<td>Permanent housing upgrading</td>
<td>Support for users of green and blue tagged houses for upgrading and finishing works</td>
<td>D2</td>
</tr>
</tbody>
</table>
### ADDITIONAL ACTIVITIES

<table>
<thead>
<tr>
<th>ADDITIONAL ACTIVITIES</th>
<th>DESCRIPTION</th>
<th>INFORMATION</th>
<th>CODE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Building campaign / training</strong></td>
<td>Emergency shelter improvement best practices outreach campaign</td>
<td>Outreach campaign for safe shelter reinforcement, through leaflet distribution, billboard installation in camps, radio broadcasting and short text messaging (SMS)</td>
<td>E1</td>
</tr>
<tr>
<td></td>
<td>Transitional shelter improvement best practices outreach campaign</td>
<td>Outreach campaign for safe and improved shelter solutions, through leaflet distribution, billboard installation in transitional settlements or neighbourhoods, radio broadcasting or short text messaging (SMS)</td>
<td>E2</td>
</tr>
<tr>
<td></td>
<td>Safe shelter awareness / repairing training</td>
<td>‘Building back better’ capacity building of community through best practice repair and construction training, to increase safe shelter awareness</td>
<td>E3</td>
</tr>
<tr>
<td></td>
<td>Construction / repair best practices outreach campaign</td>
<td>Outreach campaign for safe construction or repair, through leaflet distribution, billboard installation in communities, radio and short text messages (SMS)</td>
<td>E4</td>
</tr>
<tr>
<td><strong>Livelihood support</strong></td>
<td>Cash for work and livelihood support</td>
<td>Cash for work community activities, linked with implementation of shelter activities</td>
<td>F1</td>
</tr>
<tr>
<td></td>
<td>Income-generating livelihood support</td>
<td>Income-generating livelihood activities, linked with implementation of shelter activities</td>
<td>F2</td>
</tr>
<tr>
<td></td>
<td>Livelihood / business training</td>
<td>Provision of training to support and improve income-generating livelihood activities.</td>
<td>F3</td>
</tr>
<tr>
<td><strong>Others activities</strong></td>
<td>Participative enumeration</td>
<td>Registration and mapping of land tenure and occupation status, with involvement and validation of communities.</td>
<td>G1</td>
</tr>
<tr>
<td></td>
<td>Rubble cycle (processing, removal, delivering)</td>
<td>Management of rubble, from removal to recycling for use as construction material.</td>
<td>G2</td>
</tr>
<tr>
<td></td>
<td>Community-based approach</td>
<td>Direct involvement of communities in shelter programming implementation process.</td>
<td>G3</td>
</tr>
<tr>
<td></td>
<td>Disaster Risk Reduction (DRR) additional support</td>
<td>Integrated and additional activities to decrease community and settlement vulnerability to environmental hazards.</td>
<td>G4</td>
</tr>
<tr>
<td></td>
<td>Water, sanitation and hygiene promotion (WatSan) support</td>
<td>Integrated WASH support to shelter and settlement projects when feasible</td>
<td>G5</td>
</tr>
<tr>
<td></td>
<td>Demolition of dangerous houses</td>
<td>Destruction of dangerous houses, to allow neighbourhood recovery and the implementation of shelter programmes.</td>
<td>G6</td>
</tr>
<tr>
<td></td>
<td>Design for all (accessibility)</td>
<td>Design for all, including accessible services for disabled persons and the elderly.</td>
<td>G7</td>
</tr>
</tbody>
</table>
2.2 | Red Cross Red Crescent Societies shelter projects | Geographical implementation
2.3a | American Red Cross | Transitional shelter programme

Project summary
The American Red Cross, in partnership with five organizations, is working to provide safe and improved shelter with access to water and sanitation to 6,500 households in earthquake affected areas of metropolitan Port-au-Prince, Léogâne, Petit Goâve and Grand Goâve. In addition to providing shelter through these five partners, the American Red Cross is also supporting other National Society shelter efforts, and has supported the Spanish Red Cross and Swiss Red Cross in upgrading transitional shelters into permanent housing. It has also supported the French Red Cross in the provision of paint kits for their transitional shelter beneficiaries.

Project description
Context American Red Cross Transitional Shelter programming aims to provide basic shelter to displaced people in the earthquake affected areas. More than half of the beneficiary families are located in the urban and suburban areas of Port-au-Prince. Implementation was a challenge in the first months due to political instability, logistics, customs delays and difficulty in securing land for construction.

Technical option All shelters exceed Shelter Cluster guidance specifications and have a minimum of 18 square meters of covered living space and hurricane resistance measures such as straps, bracing, and structural anchoring to the ground. The shelters consist of a timber frame with plywood or wooden walls. All lumber is treated and/or painted, and corrugated galvanized iron sheeting is used for the roofs.

Beneficiary selection Beneficiaries are selected among the most vulnerable homeless people displaced by the earthquake based on vulnerability criteria such as having elderly or seriously ill people in the family, having a single head of household with children, or being handicapped or having impeding injuries.

Key shelter activities
- Acted: B1, B2, B6
- UNOPS: B1, B2, B6
- Haven: B1, B2, B6
- Habitat for Humanity: B2, B6
- Handicap International: B2, B5

Other activities
- Acted: F1, G3, G4, G5
- UNOPS: E2, G4, G5
- Haven: F1, G3, G5
- Habitat for Humanity: E2, G3, G4, G5
- Handicap International: E2, F1, G3, G5, G7

"We feel blessed; One can’t live in a house made of plastic sheeting; Compared to how we were living before, our situation now (that we have our shelter) is much better”

Joseph Samuel, beneficiary of a transitional shelter in Carvil settlement, Cité Soleil

“We feel blessed; One can’t live in a house made of plastic sheeting; Compared to how we were living before, our situation now (that we have our shelter) is much better”

Joseph Samuel, beneficiary of a transitional shelter in Carvil settlement, Cité Soleil
Implementation
The American Red Cross programme is indirectly implemented through partnerships with five organizations. All partners have construction workshops in their areas of implementation, which locally prefabricate the structural parts of the shelters and support local employment. Small local contractors trained by the programme are responsible for erecting the shelters and carrying out the WatSan component.

Community approach/beneficiary participation
Most partners use a community-based approach for allocating shelters and programme implementation. Through this approach the community validates the intervention and the selection of beneficiaries. The use of a hotline by one of the partners is a useful approach for both beneficiary outreach and as a mechanism for expressing grievances. The inclusion of local authorities (Mayor’s office, CASECs, ASECs, DINEPA and DPC) in the process has proven to be key, both to validate the shelter and WatSan solutions, and to provide a formal framework to support tenure agreements, or facilitate public land to build transitional settlements.

Integrated activities
The programme also addresses beneficiaries’ access to water through restoring existing water points or building new ones, and/or installing rainwater harvesting tanks. Families also have access to individual or shared sanitation facilities that meet WASH cluster standards. The programme also provides short-term employment opportunities through construction or site preparation works and includes Community-Based Disaster Risk Reduction as a cross cutting issue.

Project challenges
Land tenure
Securing land for construction of shelters has been a major challenge, particularly in urban areas where plots are scarce and small. The Shelter Cluster recommends securing land for three years, however this has proven to be a challenge due to the fact that Haitians generally rent property for periods of one year and owners are not very open to longer-term agreements. Even in cases where owners and beneficiaries may have signed agreements for over three years, the reality is that verbally only one year was secured and beneficiaries know that they may risk eviction after a year.

Allowing beneficiaries to negotiate the terms of their agreements with land owners makes it more feasible that the agreements will be kept, as this has been customary practice in Haiti. In addition, including local authorities in the signature of the agreements is one way the programme has tried to protect beneficiary rights.
2.3b | American Red Cross | Host family support programme

Project summary
To help reduce the burden faced by areas not affected directly by the earthquake but hosting displaced Haitians, the American Red Cross has partnered with the International Organization for Migration (IOM) and Mercy Corps for host family interventions which include: the distribution of basic household items, shelter materials or hygiene items (both through direct distribution, voucher systems and market fairs), technical assistance for safe shelter construction / repair, cholera, hygiene and DRR awareness, provision of inputs to support income generating activities, and provision of short term employment opportunities through small infrastructural projects.

Project description

Context
Following the January 12 earthquake, many displaced survivors left Port-au-Prince for other areas of Haiti, oftentimes overwhelming local services in these regions and depleting the already overstretched resources of their host families. American Red Cross host family support projects take place in the Artibonite, Central Plateau, North and South departments, and aim to ease overcrowding and reduce vulnerability of both host families and people displaced by the earthquake.

Technical option Mercy Corps supports beneficiaries through a market fair based programme, where the beneficiary chooses among different commodities (shelter materials, primary school fees payment, household and non-food items), or different livelihood options (livestock, agricultural, or access to vocational schools or veterinary services) to support the start-up of immediate income-generating activities. The market fairs provide the opportunity to conduct awareness campaigns on cholera and hygiene promotion, DRR, as well as workshops for safe construction and repair techniques.

Key shelter activities
Mercy Corps: B4: Resettlement package
IOM: B4: Resettlement package, A1: ES support

Other activities
Mercy Corps:
F1: Cash for work and livelihood support
G4: DRR additional support
IOM:
E3: Safe shelter awareness / repairing training
F2: Income-generating livelihood support
F3: Livelihood / business training

“More than 80% of the beneficiaries of the Kimbe La ("hang in there") project from Mercy Corps reported an improvement of housing conditions as a result of the programme”

Kimbe La final project evaluation

LOCATION | American Red Cross | Host family support programme

PARTNER IOM | IDPs and host community members working on a drainage canal, in Petit-Anse, Cap Haitian
In the case of IOM, support is provided through short-term employment opportunities on smallscale infrastructure projects within the communities that are hosting people displaced by theearthquake. Employment opportunities include building or rehabilitating small water canals,conducting soil stabilization and expanding access to water, distributing emergency shelter kits,non-food items and school supplies.

Beneficiary selection Mercy Corps selected beneficiaries through families hostinginternally displaced peoples (IDP) from the earthquake, and vulnerable families within the hostcommunities. For livelihoods support, female head of households were prioritized.

IOM identified project beneficiaries through community meetings with IDPs, local communitymembers and local authorities. It aims to reinforce consultative and participatory processes forboth beneficiary and infrastructure project selection.

Implementation In Mercy Corps’ Kimbe-La project, cash is provided to the beneficiaries throughvouchers or mobile money transfer, which can be redeemed at market fairs for non-food items,household goods, shelter materials, training and livelihood inputs to support income generatingactivities.

IOM’s approach is focused on the provision of short-term employment opportunities both todisplaced people from the earthquake and to host communities by implementing smallinfrastructural projects identified by the community.

Community approach/beneficiary participation Both Mercy Corps and IOM projectsemphasize a community-based approach intended to empower beneficiaries who participate onthe initial design of the intervention, and on its implementation.

Integrated activities The programme also addresses disaster risk reduction, cholera andhygiene promotion awareness, safe shelter construction and repair, and water and sanitation.

Project challenges The population coming in and out of Port-au-Prince has made the identification of beneficiariesincreasingly difficult. The cholera epidemic also strained staff resources and delayed the initialstart up period of both projects as staff members focused on the more pressing epidemic duringthe initial outbreak.
Project summary
The main objectives of the American Red Cross INA programme are to: a) facilitate access to appropriate land, housing, services and infrastructure; b) enhance the local economy and provide opportunities for income and asset security; and c) improve the knowledge, attitude, practices and social responsibility of the community and the capacity of service providers.

Project description
Context The American Red Cross is starting the implementation of the Integrated Neighbourhood Approach in two communities in Carrefour Feuilles, Baillergeau and Campeche. The American Red Cross has previously worked in both areas, which are also located very close to the old Haitian Red Cross office. Baillergeau already has a preliminary urban planning schema that has the support of the Haitian government, making it a good location to start up the programme, which may then be expanded into neighbouring areas after capturing lessons learned. For the yellow house REPAIR project, the whole area of Carrefour Feuilles is being targeted and the repair of houses is ongoing.

Technical option Because this is an integrated programme, the options provided range from access to physical assets (such as housing construction/repair, land stabilization or improvement of access in the neighbourhood, and water and sanitation facilities) to more soft interventions linked with livelihoods security, community empowerment and awareness campaigns focusing on health and disaster risk reduction.

Key shelter activities
- B4: Resettlement package (rental support)
- D1: Yellow house repair
- C2: Reconstruction of red houses through user/owner-driven programme
- E3: Safe shelter awareness / repairing training
- D2: Support for users of green and blue tagged houses for upgrading and finishing works

Other activities
- F1: Cash for work and livelihood support
- F2: Income-generating livelihood support
- F3: Livelihood / business training
- G1: Participative enumeration and community-based preliminary urban planning
- G2: Rubble recycle (processing, removal, delivering)
- G3: Community-based approach
- G4: DRR additional support
- G5: Water, sanitation and hygiene promotion support
- G6: Demolition of dangerous houses
Beneficiary selection  The selection of beneficiaries is being done based on a vulnerability criteria. After selecting beneficiaries, the American Red Cross considered where people lived before the earthquake to determine whether repair or reconstruction projects were needed.

Implementation  The American Red Cross is both directly implementing projects and partnering with other agencies for specific tasks that are outside of the expertise of the American Red Cross. Project activities will include the provision of cash via vouchers to facilitate access to construction materials, and intensive construction training for masons and small contractors from the targeted areas. Construction work will be implemented through local contractors trained and certified by the programme. Technical supervision and support will be provided to ensure that construction is done following the Ministry of Public Works (MTPTC) standards.

Community approach/beneficiary participation  The programme is community–based; the community defines what needs to be done, implements the reconstruction activities and takes ownership of the programme.

Integrated activities  Although the heart of the programme focuses on shelter, the programme also integrates WASH activities (including rainwater harvesting systems, water kiosk rehabilitation and reconstruction, construction and reconstruction of Wat/San facilities in health clinics, schools and public markets, construction of toilets in the repaired and rebuilt houses and hygiene and health promotion), disaster risk reduction (through mitigation projects such as building retaining walls, planting trees for soil stabilization, improving footpaths and drainage and rehabilitating ravines), health promotion, livelihoods support and social empowerment.

Project challenges  The preparation phase of an urban project is proving to be time-consuming. Rebuilding after the earthquake at the neighbourhood level in Port-au-Prince is not just about rebuilding houses. In order to be successful we must also understand the urban context, both physically and socially. This analysis is time-consuming and resource intensive, but is necessary in order to take into consideration the complex dynamics that occur in the deprived areas in Port-au-Prince where the programme is being implemented and avoid unintentionally doing harm. Therefore, the American Red Cross is conducting an intensive assessment, to collect information from Baillergeau and Campeche on how the neighbourhoods work and how the community feels that reconstruction should be conducted. We will work with the local authorities to ensure that the reconstruction is done in a coherent manner, taking into account urban planning and neighbourhood upgrading best practices.

Preparation activities such as risk mapping are needed to ensure that safety and sustainability are being considered at all levels. Understanding household economies and coping mechanisms is necessary to ensure that livelihoods projects are sustainable and produce long lasting results. Mapping and understanding tenure arrangements will facilitate the reconstruction process and enable beneficiaries to maintain their right to their homes.
Project summary
The programme aims to raise awareness of safe shelter and habitat practices in the urban area of Delmas 19, and to carry out training of facilitators and community volunteers in PASSA and implementation of the PASSA activities. Participants from each Cité in the target area are nominated by the community to take part in the PASSA group – 8 people from each Cité.

Project description
PASSA was implemented in the target area of the British Red Cross INA project – (4 Cité’s) 905 families 3,300 people, 38 people were nominated to directly take part in the PASSA activities as Cité representatives. It was explained that PASSA was a community-based process that would help the community identify and clarify their main problems and risks, prioritize them and develop action plans to solve the problems in order to lower their vulnerability and mitigate against future risks. The group was across-section of the community in terms of age, sex, literacy level, housing status and profession. The PASSA activities took place between August and October 2011, with an average of 1 activity per week for 10 weeks. The activities included, risk mapping, historical profiling of the area, recording the impacts and frequency of hazards and everyday problems, and planning for change. All the activities were carried out using a set of drawings depicting the Delmas context to enable full engagement from the whole group and as a tool to incite discussion.

These activities have lead to an increased level of awareness of safer habitat practices including discussions concerning location of houses and construction methods. The main risks identified were those related to flooding, waste management and drainage. Poor housing was identified as damaged block houses, tents and those made of wood. Due to the integrated nature of the wider approach – the team has also started to develop a detailed Community Action Plan to tackle problems such as lack of waste management, drainage and access to drinking water.
The process resulted in community members meeting new people and starting to understand some of the problems that faced other parts of their community. The community mapping activity used the cadastral map that was developed as part of Participatory Enumeration, and helped members get an overall understanding of the layout of each site. Through the identification of hazards, the community gained a clearer understanding of the causes and impacts of their behaviour, such as rubbish blocking the canals and increasing the chance of flooding which in turn damages houses.

Project challenges

- Finding space within the community to carry out the meetings. The meetings can be quite intensive and demand concentration. For some of the activities the PASSA group was invited to Base Camp to have a more constructive environment to discuss solutions and action plans.

- Facilitating the community to see that the level of impact of a disaster is directly linked to their vulnerability at the time of the hazard. That DRR is just as – if no more important than recovery.

- Dealing with existing high expectations of British Red Cross and international organizations in general. It took a long time to explain that the solution for many of the problems at community level was not for British Red Cross to pay for health centers or through supply of aqua tabs. Simply rebuilding the houses would not resolve all of their problems.

- Explaining that the solutions had to be long-term and sustainable for the community. Breaking down the expectations of cash for work as a solution to everything – ie: solution to the mismanagement of waste is for British Red Cross to pay people to clean streets and collect the rubbish.

“PASSA helped us see that many problems in our area are not complicated to fix, they are small things that can have a big negative impact - such as the rubbish blocking the canal and causing flooding”

Beneficiary

Project target population

N° of persons: 38 directly involved within a community of 905 families
Project summary
Owner-driven shelter and livelihood activities are core to the integrated recovery programme, with infrastructure rehabilitation and WatSan activities as appropriate. A target area within Delmas 19 (comprising the 4 Cités of Quatre, St. Ange, Alou lou, and Romain) has been selected for implementing the integrated recovery programme.

Project description
Context
In July 2010, around 3,300 families out of the 4,000 family population of Automeca Camp were evicted by the landowner. A large majority of the Automeca population have returned to the nearby densely populated neighbourhood area of Delmas 19, many parts of which were badly destroyed during the earthquake. British Red Cross decided to implement a longer term integrated recovery programme in Delmas 19, in line with the government strategy encouraging people to return from the camps back home.

Technical option
Each building and plot has been surveyed and a current status and retrofittability category has been assigned: according to this survey potentially 232 buildings are eligible for the repair programme and 246 for a new building programme.

Key shelter activities
D1: Yellow house repair
C2: Reconstruction of red houses through owner-driven scheme

Other activities
E3: Safe shelter awareness / repairing training
E4: Construction / repair best practices outreach campaign
F2: Income-generating livelihood support
F3: Livelihood / Business training
G1: Participative enumeration
G3: Community-based approach
G4: DRR additional support
G5: Water, sanitation and hygiene promotion support
G6: Demolition of dangerous houses

“I can’t find the words to explain how grateful I am to be receiving this house. I would never have had the means to rebuild it myself. My children have not been able to help me, but the British Red Cross has.”

Leomene Pierre, recipient of first permanent house

“I can’t find the words to explain how grateful I am to be receiving this house. I would never have had the means to rebuild it myself. My children have not been able to help me, but the British Red Cross has.”

Leomene Pierre, recipient of first permanent house
Implementation & beneficiary selection  British Red Cross is re-assessing its capacity in implementing the repair/retrofit/reconstruction programme as a community driven construction model. Participatory enumeration field data and a topographical map have been merged into a GIS database that allows presenting social, physical and structural vulnerability data on a cadastral map and plot by plot. Once British Red Cross recognizes the scope and extent of what can be done it will include beneficiaries and local authorities in the final definition of the project including the selection.

Community approach/beneficiary participation & integrated activities  PASSA has provided British Red Cross with the necessary information from the community to understand main issues, challenges and potential solutions. Working groups are presently engaged in the preparation of Community Action Plans for the following Issues:

A. Public health: Canal rehabilitation and surface/grey water drainage | Solid waste management | Water and Sanitation

B. Urban regeneration: Housing and spatial planning | Safe community environment

Project challenges  Working in a very complex project area;
• The area is a very dense informal settlement with all the characteristics of a slum: run-down area with substandard housing, very limited access and a lack of basic services and tenure security.
• Risk areas: several parts of the area are flooding with polluted water due to a lack of drainage and an insufficient soil bearing capacity may prohibit construction in some areas. Some major infrastructure works are required to solve these problems.
• The population is generally poor and socially disadvantaged; many families have lived in the area for a long time, but otherwise the influx and outflow of people is high. The social cohesion of the community is wanting.

Maintaining a balance between developing sustainable long-term solutions and immediate assistance required by the context of an emergency;
• Coming to grips with the change in project scope: from permanent shelter recovery to a urban-wide renewal programme and the recognition that shelter recovery is secondary to public health issues in terms of the community’s priorities.
• British Red Cross does not have the capacity nor the means or mandate to solve all the problems.
• The required community mobilization to achieve long-term sustainable solutions will take time.
Since January 2010, the British Red Cross has been providing water and sanitation services in two camps in Port-au-Prince; Automeca with a population of about 12,000 (now reduced to 4,000 due to evictions of IDPs in Q3 2010), and Parc Jean Marie Vincent (PJMV) commonly known as La Piste, the biggest camp in Port-au-Prince, with a current population (estimated) of 25,000 – 30,000 (original population estimated at 40,000 -50,000). Along with the hardware, a participatory community hygiene promotion programme has been undertaken. The participatory approach enabled the public health and hygiene team to develop a good understanding of the beneficiary needs. At meetings held with these volunteer groups, the community often asked for help with the poor status of their emergency shelters.

The majority of emergency shelters in the IDP camps were constructed by people themselves directly after the earthquake in January 2010, using timber to make rudimentary frames and using various salvage materials along with plastic sheeting for walling. This has not been resistant and most were leaking when it rains. The British Red Cross shelter improvement project began around the teams working as community volunteers to keep clean IDP camp latrines that British Red Cross build up.

British Red Cross soon found that many of the most vulnerable groups, who form the bulk of the community latrine cleaning volunteers, often lived in close proximity to the latrines, and were living under broken shelters and suffering from the heavy rains that fell most evenings. The British Red Cross team decided to try and do something to improve the way these volunteers were living.

In both Automeca and La Piste IDP camps many shelters leak and are not very sturdy. In low lying areas the ground of the shelter gets inundated with water. In addition, it was observed that pieces of wood and sometimes whole sections from the British Red Cross constructed latrines in the camps were being stolen, often to be used on shelters.

For the more vulnerable IDPs like the elderly, women head of households and the disabled, many said they had not received distribution items, and others said that although they received them, they had no materials or skills to use items such as tarpaulins. The British Red Cross team felt that the distribution of shelter materials without further assistance would not change the situation for the most vulnerable.

**Key shelter activities**

- **A3**: ES upgrade / reinforcement

**Other activities**

- **E3**: Safe shelter awareness / repairing training
British Red Cross therefore decided to implement a small scale shelter programme for the most vulnerable community cleaning teams’ members in each block, using surplus stocks of tarpaulins and a small quantity of wood that could not be used for latrine construction. The emphasis of the project was on using already available material and with minimal addition, build a much stronger and rain resistant shelter.

**Implementation** Three teams were formed, each consisting of a skilled carpenter from the camp, an assistant and a member of the hygiene promotion team. The hygiene promotion member would identify the shelters to be improved and compile information from the family. The carpenter would then visit and discuss with the family what changes could be made.

In order to make it clear what could and could not be done, British Red Cross delegates accompanied the teams to a number of shelters and discussed the type of work that could be undertaken. This can be as simple as providing elevated pieces of plywood so that the tent does not get flooded or new tarpaulins to keep out the rain. British Red Cross has been working with communities in La Piste to identify who the most vulnerable families are in advance of the shelter improvement project.

The guiding philosophy is to use the existing materials along with a small amount of timber, tarps and nails in order to ensure:
- The roof is pitched and rain resistant
- The shelter has sturdy frame posts and is fixed well into the ground
- The shelter is elevated in case it is located in a low-lying section of the camp, more vulnerable to floods.

The project started in La Piste/Parc Jean Marie Vincent (PJMV) and was an instant hit. As a result, the project was scaled up using DRR budgeting and also implemented in British Red Cross’ second camp, Automeca. The improved shelters not only offer a more secure environment, but also a healthier living area.

It is important to recognise that it will take some time to get IDPs out of camps and into safer communities. In the meantime, agencies should ensure that the current shelters offer a reasonable secure and healthy living space for the communities.

The training and community volunteer DRR and DPR shelter improvement teams in La Piste/PRMV The DRR shelter improvement project run by paid daily workers has now ended in both Automeca and La Piste/JMV camps;
As part of the British Red Cross exit which aims to ensure sustainability of projects, the British Red Cross has now trained six community volunteer shelter improvement teams, one per block in La Piste, and supplied them with equipment. These volunteers are overseeing the continuation of the shelter improvement work in their own blocks, thus improving the shelters for the most vulnerable people in their neighbourhood.

The first part of the training consists of group discussions and group work covering the following headings: Key concepts - British Red Cross camp disaster risk reduction disaster preparedness and response.

- **Key definitions**
  - **Hazard:** a dangerous phenomenon, substance, human activity, or condition that may cause loss of life, injury or other health impacts, damage to property, loss of livelihoods and services, social and economic disruption, or environmental damage.
  - **Vulnerability:** the characteristics and circumstances of a person, group, community, system, or asset that make it susceptible to the damaging effects of a hazard.
  - **Capacity:** strengths, attributes, and resources available within a community, society, or organization that can be used to achieve agreed goals.

- **Disaster risk reduction** The concept and practice of reducing disaster risks through systematic efforts to analyse and manage the causes of disasters. Includes: reducing exposure to hazards | lessening vulnerability of people and property | wise management of land and the environment | improving preparedness for adverse events.

- **Disaster preparedness** Lessening or limiting the adverse impacts of hazards and related disasters | Adverse impacts of hazards often cannot be prevented fully | But the scale or severity can be substantially lessened by various strategies and actions.

- **Disaster response** Also called disaster relief | Provision of emergency services and public assistance | During and immediately after a disaster | To save lives, reduce health impacts, ensure public safety, and meet basic subsistence needs of people affected.

The afternoon is then spent on field work covering the following areas: British Red Cross DRR and DPR training contents, including Shelter framing | Plastic sheeting | Technical resistance | Site improvements.

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**Example** | Improved shelters in IDPs camp La Piste

**Shelter improvements implemented**

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**Progress** | Improved shelters in IDPs camp La Piste
2.5 | Canadian Red Cross | Shelter programme

Project summary
The Canadian Red Cross has committed to providing housing solutions to 37,500 earthquake-affected people (7,500 families) in Léogâne and Jacmel, with 6,900 shelters and 600 permanent houses constructed before the end of June 2012 with project completion due September 2012. In addition, approximately 1,500 local Haitians are directly or indirectly supported by the shelter programme with work as staff, contractors, day labour and volunteers. The Canadian Red Cross has also supported with CIDA funding the construction or repair of 4,000 transitional shelter units and 3,500 alternative shelter solutions through the IFRC secretariat programming in the Port-au-Prince area.

Project description
Context The Canadian Red Cross shelter programme balances urgency with sustainability to ensure that shelters are first and foremost safe and livable. All selected beneficiaries are provided with water and sanitation support in collaboration with the Netherlands Red Cross, as well as shelters designed to mitigate the risks associated with future disasters such as flooding and hurricanes. Community engagement to ensure families’ needs are met, identifying safe and legal plots of land and obtaining permits to build, are the three main priorities. Additionally, before moving into their new home, the Canadian Red Cross also ensures families are educated about their shelter (such as giving them information on how to maintain it) and provides families with brushes and paint to personalize their home.

Technical aspects
Canadian Red Cross shelters are 18m² plywood structures designed to reflect the traditional patterns of housing in Haiti as much as possible. The shelter components are prefabricated to ensure facility in construction, as well as to be demountable by bolts or screws to allow for mobility. They are designed to be earthquake and hurricane resistant up to 235km/hr in both Léogâne and Jacmel (Force 4) and 180 km/hr in Léogâne (Force 2) providing protection in a country with limited to no building codes. Finally, to ensure longevity the wood is treated against termite and fungus attack and finished by the beneficiary’s creative touch with a high quality Haitian paint.

Key shelter activities
- B2: TS shelter implementation on an individual plot
- C3: Permanent housing through donor driven scheme

Other activities
- G1: Participative enumeration
- G3: Community-based approach
- G4: DRR additional support
- G5: Water, sanitation and hygiene promotion support (partner Netherlands Red Cross)

“I can’t find the words to explain how grateful I am to be receiving this house. I would never have had the means to rebuild it myself. This is a great day for me and my family”
Leomene Pierre,

LOCATION | Canadian Red Cross | Shelter programme

ACHIEVEMENT | Completed shelters in the Brossier community, in Léogâne
In La Vallée, Jacmel, where beneficiaries are predominantly land owners, Canadian Red Cross is also constructing 600 permanent mason homes with Diakone, a partner organization.

**Beneficiary selection**
The Canadian Red Cross follows the IFRC beneficiary selection criteria to determine eligibility of prospective households and to ensure that the most vulnerable are identified. It targets Haitian families whose homes were destroyed or damaged beyond repair, followed by a vulnerability selection criteria established to prioritize beneficiaries who were most in need of a shelter.

**Implementation**
The Canadian Red Cross shelter programme process begins with evaluations and ends with the handover of the shelter. Between the two, the Canadian Red Cross has constructed both a flexible and effective system, designed to respond to a complex social context. Innovations to the shelter process include the development of an extensive legal process, ensuring that beneficiaries have the right to stay in their shelters for a minimum of three years.

**Community approach / participation**
The Canadian Red Cross maintains a commitment to transparency, participation and community engagement in order to ensure the success and sustainability of its shelter programme. In addition to maintaining high levels of communication with communities through community meetings, local radio shows and information kiosks, the Canadian Red Cross works with local “validation committees” as part of the beneficiary selection process.

Representative members of the community, community leaders, women and youth, play a key role in validating and prioritizing the eligible beneficiaries to ensure that the most vulnerable receive shelters.

**Integrated activities**
Canadian Red Cross is in the process of integrating DMRR, Violence Prevention, Cholera and CBHFA programs into the communities, with implementation over the next few years. In addition the Netherlands Red Cross, working alongside the Canadian Red Cross, provides when necessary, water, sanitation and hygiene promotion to the targeted population. Each Canadian Red Cross shelter is provided with a separate family latrine constructed by the Netherlands Red Cross.

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**Timeline**

*Project Start:* March 2010

*Project Key Dates:*
- November 2011: completion of construction of 1,913 shelter in Jacmel
- June 2012: completion of construction of 600 permanent houses in La Vallee
- June 2012: completion of construction of 4,987 shelters in Léogâne

*Project Completion:*
- End of February 2012: demobilization in Jacmel
- End of September 2012: demobilization in Léogâne

**Project target population**

- **N° of households:** 7,500 (+ 7,500 through IFRC secretariat shelter programming)
- **N° of persons:** 37,500 (+ 37,500 through IFRC secretariat shelter programming)

(estimate based on an average of 5 persons per household supported)

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**Achievement**

A proud Canadian Red Cross shelter beneficiary in Brossier community, in Léogâne.
Project challenges

Land tenure and land availability One of the biggest bottlenecks with the shelter programme is site identification; Canadian Red Cross has put into place a progressive legal process to ensure beneficiaries are better protected and have secured land for a minimum of three years.

Identification Lack of identification cards slows down the legal paper process; Canadian Red Cross works alongside the Direction Générale des Impôts (DGI) to assist with this.

Road conditions Hurricanes, rain and heavy traffic have greatly impacted road conditions and Canadian Red Cross operations. The strategy adapted to increase efficiency includes mobilizing communities to work on roads when material is delivered and training communities on road repair as well as lending tools and providing technical support during the process.

Soil conditions The impacts of flooding, hard soils and rocky terrain on shelter planning and construction brought about a reassessment of the design for flood terrain (particularly with foundations leading to an anchoring system) as well as the introduction of jackhammers and the set up of crews for hard, rocky soils.

Cholera outbreaks Unpredicted need for reallocation of human resources.

Pipeline & procurement Delivery challenges with hurricane interruptions, customs setbacks and scarce quality & quantity of needed materials available in local markets

Remote Construction Sites Remote locations in difficult mountainous terrain make transport of materials challenging by vehicle as well as by foot, often with one hour hikes one-way.

Changing and unpredictable political and security environments This includes unresolved national park borders in Jacmel as well as demonstrations in Léogâne.

“I love my country and I love the people in my neighbourhood. I joined the Red Cross to volunteer and to help people who don’t have the capacity to help themselves”

Micheline, Haitian Red Cross volunteer
**Project summary**
The French Red Cross has committed to finding housing solutions for victims of the 2010 earthquake in the metropolitan area of Port-au-Prince, through provision of emergency shelters and tents in camps and transitional shelters (T-shelter) in Delmas and Croix-des-Bouquets.

**Project description**
Context As part of the Red Cross Red Crescent and as one of the few organizations that has been working in Haiti for the past 15 years, the French Red Cross has been deeply involved in the collective effort from the very first day of the earthquake. On January 12, in coordination with the International Federation of Red Cross and Red Crescent Societies, the French Red Cross started implementing emergency relief operations and rapid evaluations.

Technical option To be cost efficient, the French Red Cross decided to use the IFRC secretariat shelter design. IFRC secretariat provided the materials.

Beneficiary selection The project aims to give shelters to people who have lost their home during the earthquake. All the people from the area who needed a shelter and who agreed to have their plot cleared could benefit from this shelter programme. The homeless families who didn’t have land could have a shelter built on the land of a relative or of a third party willing to host these families for 2 years.

Implementation During the emergency 700 shelter/toolkits and timbers were distributed for 623 beneficiary families; a total of 3,287 individuals. During the early recovery phase, one of the first tasks to be carried out in Delmas was rubble removal in order to facilitate the access to make construction of shelters possible. 12,555m³ of gravel were removed in Delmas.

**Key shelter activities**
- **A1:** ES Support
- **B2:** TS support on an individual plot

**Other activities**
- **F1:** Cash for work and livelihood support
- **G2:** Rubble cycle (processing, removal, delivery)

"Thanks to the shelter, I have a place to live and for my little shop"  
Beneficiary from Delmas

**Location**

**Implementation**

Team building a transitional shelter in Delmas
The French Red Cross facilitated the Shelter Cluster sub-hub meetings in Delmas and at Croix-des-Bouquets Mayor’s office. All activities regarding shelter implementation have been closely coordinated with other organizations and local authorities. In December 2011, 1,933 transitional shelters have been built in partnership with IFRC secretariat and 383 additional shelters will be completed in February 2012.

Community approach / beneficiary participation To help the community recover from the disaster, workers from the area were employed. In total 3,831 workers benefited from this Cash for Work program. When a plot was clean and safe, the French Red Cross shelter team constructed at least 1 transitional shelter with community trained workers. If the space was sufficient and with the landowner’s approval, more units were built on the plot.

Integrated activities Rubble removed from French Red Cross sites was provided to the IFRC secretariat to assist in land reclaim at Annexe de la Mairie (Cité Soleil) for the implementation of 350 T-shelters at that camp. This is an excellent example of synergy between different Red Cross Red Crescent shelter projects in Haiti.

Project challenges One of the major difficulties faced by the French Red Cross and the communities during the rubble removal was access to parcels. Houses are very close to each other, and sometimes footpaths are too narrow for wheelbarrows. Therefore thousands of cubic meters of gravel had to be removed with buckets.

Rubble removal has to be carried out in different ways. Cash for Work is usually slower than the Cash for Production methodology. Just after a disaster it is crucial to give work to as many people as possible to help the victims rebuild their lives. However sometimes it is important that the work be done rapidly and in the safest way. In that case, it is better to use heavy equipments to remove the rubble.

"The veranda makes my shelter great"

Beneficiary from Croix-des-Bouquets

Timeline
Project Start: May 2010
Project Completion: August 2011

Project target population
N° of households: 4,206
N° of persons: 31,601

EXTENSION | Transitional shelter with a veranda under construction

COMPLETION | After the completion of the shelter, the beneficiaries have been given a paint kit (funded by American Red Cross) to improve their shelter
Project summary
This project aims to improve the living conditions of people from Delmas 9. It is based on the strengthening of a community-based group in order to follow up and coordinate the activities implemented by the French Red Cross within the neighbourhood.

Project description
Context The French Red Cross first intervened in Delmas 9 in January 2010 with the Emergency Response Units (ERU). In May 2010, an evaluation team started an assessment to identify the beneficiaries of shelters. The project consisted of clearing rubble from the land parcels containing collapsed houses and to construct transitional shelters in the cleared parcels. The rubble clearing activities started in June 2010 and the first transitional shelters were constructed one month later. As the emergency needs were covered in Delmas 9, logically it was time to begin development/reconstruction oriented projects.

Technical option One of the main activities is the repairing and retrofitting of yellow houses. The contractor follows the guidelines from the MTPTC (Guide Pratique de Réparation de Petits Bâtiments en Haïti). Engineers from the MTPTC and Miyamoto are every day on site to make sure the repairs are executed according to specified standards.

Implementation The integrated neighbourhood approach consists of many different activities integrated into one project.

- Creation of a community group representing the Delmas 9 neighbourhood.
- Empowerment of the community group to provide them with the necessary skills to set up projects on their own and improve the life of their neighbourhood.

Key shelter activities description
D1: Permanent housing repair/retrofitting following MTPTC guidelines

Other activities
E4: Construction/repair best practices outreach campaign
F1: Cash for work and livelihood support
F2: Income-generating livelihood support
G3: Community-based approach
G4: DRR additional support
G5: Water, sanitation and hygiene promotion activities
G6: Demolition of dangerous houses
G7: Design for all

“As soon as my house is repaired, I can rent several rooms to some people from the camps”
Beneficiary living in a yellow house

PLAN OF ACTION | Mapping of shelters, red and yellow houses in Delmas 9

LOCATION | French Red Cross | Integrated Neighbourhood Approach in Delmas 9

Red Cross Red Crescent Societies | Haiti earthquake operation | Shelter technical brief – 24 months
Demolition of dangerous houses that cannot be repaired. The rubble is given to the IFRC secretariat for recycling. The recycling of rubble generates several materials such as pavements or concrete slabs.

Repair of yellow houses to make them safer and habitable.

Repair of drainages.

Reinforcement of the river bank.

Community approach / beneficiary participation The community approach is at the heart of the project. Each activity is coordinated with the community-based group. As much as possible, workers are recruited from Delmas 9. They are trained to get the skills required for the project. Women are also a priority for the community-based group. They play a key role in the families so it is important that they benefit from the cash for production activities.

Integrated activities In addition to shelters and following the strategy of the integrated neighbourhood approach, the following activities were also implemented:

- Rehabilitation of 2 private potable water reservoirs.
- Hygiene promotion and repair of ravine retaining walls.
- Rehabilitation of a drainage canal.
- Disaster Risk Reduction awareness activities including the reinforcement of a preparedness committee (comité de vigilance) and the installation of an alert system.

Project challenges
Not only does the project aim to improve the living conditions of the population of Delmas 9 but it also aims to make sure improvements will continue when the project will come to an end. The community-based group was created in June 2010. The challenge for the upcoming year is to make the group autonomous, able to raise funds and to set up projects on its own for the benefit of all the community.

Working with a well organized community-based group is one of the best ways to involve the population of the neighbourhood and to make sure that the project takes into account the needs and the priorities of the community. However, this is a long process to initiate. Supporting a community-based group requires time and resources including coaching, meetings, and trainings.

Repairing a house usually takes a few days but the preparation takes much more time because the community must be mobilized, involved in the discussion, and trained to get the required skills to participate in the work. Because unemployment is a key issue in Haiti, the labour organizations are also necessary in order to make sure that most of people will work and benefit from the project.

Timeline
Project Start: September 2011
Project Completion: June 2012

Project target population
N° of households: 643
N° of persons: 2,215
Project summary
To provide midterm transitional shelters (average durability of a T-shelter: 3 years, P-shelter: 5 years) to 3,000 of the most vulnerable earthquake-affected families in the Léogâne/Gressier region that allow for privacy and protection during the rainy and hurricane season. To involve communities and beneficiaries to the extent possible, notably with trainings to reinforce their capacities and transfer responsibilities in the implementation process to them. To give at the same time WatSan (latrines, rain water harvesting, HP), DRR and livelihood support.

Project description
Context The shelter project of the German Red Cross is part of the German/Austrian Red Cross Recovery Operation in Haiti which implements its different components in the “Departement Ouest” in the coastal region between the districts of Grand Goâve and Carrefour with support from the Haitian Red Cross. The area selection for intervention was coordinated by the IASC to prevent duplication and overlapping.

Technical option The shelter design derived from suggestions of the IASC Shelter Cluster Group. It provides approx. 18.5 m² living space according to Sphere Standards with one door and one window with shutter with a minimum life expectancy of 3 years. The shelters are built with treated wooden poles and beams, plywood walls that will be coated and corrugated zinc sheets. They have hurricane resistance measures such as straps, bracing and anchoring to the ground. The design can be modified according to the needs of the beneficiary and space available.

Beneficiary selection The beneficiary selection focuses on families living on their own property, either in temporary shelters or in nearby IDP camps, and possessing a house which was destroyed by the earthquake in January 2010. The initial lists of beneficiaries provided by the community are cross-checked by German/Austrian Red Cross trained volunteers who visit each family, using a questionnaire, to verify their eligibility to participate in the programme.

Key shelter activities description
B2: TS shelter implementation on an individual plot
B3: TS through training / material package
B6: Improved Transitional shelter

Other activities
G3: Community-based approach
G4: DRR additional support
G5: Water, sanitation and hygiene promotion support
2.7 | German Red Cross / Austrian Red Cross | Recovery programme in Léogâne and Gressier

Implementation The implementation comprises the clearing, leveling and draining of the sites by the beneficiaries with provided tool kits, the pre-fabrication of shelter kits (roofing structure, doors, windows) and the construction of shelters by German/Austrian Red Cross trained carpenters and masons together with beneficiaries, thus providing employment opportunities for about 400 people.

Community approach / beneficiary participation The shelter project is implemented with active support from the Community Committees and the beneficiaries themselves. The beneficiaries are obliged to participate in the construction work and to provide sand and gravel. A German/Austrian Red Cross community coordinator manages all community and beneficiary issues.

Integrated activities The shelter project is coordinated with WatSan activities (latrines, rainwater harvesting, HP) as well as with DRR and livelihood related activities.

Project challenges

Land related issues Sometimes it was very difficult to motivate the beneficiaries to move to another place where they would be safe. Some were threatened by flooding but yet wanted to stay. Often people had bad land ownership documents which were not sufficient to insure their land title and hence their shelter ownership.

Communication and mobilization problems Although a manual in Creole was prepared for some beneficiaries it was difficult to prepare the construction sites and to build the drainage in an adequate way because beneficiaries had very poor technical understanding. In many cases beneficiaries were reminded repeatedly that they had to contribute to the construction work.

Density Density of the shelters became critical mainly in situations where relatives allowed beneficiaries to build a shelter next to an existing house or next to a destroyed house that should have been reconstructed.

Assessment There have been many complaints of the people not being selected during the assessment following first selections made in coordination with initial community committees.

Coordination In some areas insufficient coordination and communication between the different shelter protagonists resulted in beneficiaries being selected twice.

Delays due to international tender The obligation to do an international call for tender to procure the shelter material caused several months of delay.

Security problems in the communities and Léogâne The claim of local protesters for more employment in Léogâne exploited by local politicians caused security risks, weeks of delays and unjustified allegations of corruption in the field as to beneficiary and construction team selection.

Timeline

Project Start: October 2010
Project Key Dates:
- November 2011: 1,000 T-shelters
- March/April 2012: 2,000 Improved T-shelters
Project Completion: May 2012

Project target population

- Number of households: 3,000
- Number of persons: 15,000 (average of 5 persons per household)

UPGRADED TRANSITIONAL SHELTER | in Léogâne

“The biggest challenge was to handle all the delays and to explain it to the beneficiaries so that they could understand the reasons without getting angry…”

Staff
To provide transitional shelter support to families displaced by the January 2010 earthquake, and provide technical support and materials to Partner National Societies who requested it. The shelters were provided for families who had access to either their own land or permission to build upon the land of another land owner. In addition, we also provided 700+ transitional shelters within two planned camp areas: land provided by the Ministry of Interior and the Municipality of Cité Soleil. These camps were planned for the most vulnerable families that were living in spontaneous tented camps set up immediately after the earthquake.

Project description
Context
Transitional shelters were considered as an option for following reasons:
• Land tenure issues forced us to look at solutions that allowed us to implement shelters quickly with the knowledge that if needed the shelters could be relocated with minimum damage to the structure;
• Solutions which could be provided relatively quickly without compromising structural integrity and providing some resistance from tropical storms and hurricanes;
• Solutions that would not impede future permanent construction within the city.

Technical option
The IFRC secretariat designed T-Shelter is an 18m2, timber and plywood shelter, designed to be relocatable yet sturdy enough to last a minimum of 3-5 years. The mass-produced design was developed for the IFRC secretariat camp projects (beginning June 2010) against a backdrop of possible land issues, and therefore needed to be somewhat easily moved or taken down if needed, with the overall concept being used by the French Red Cross and Norwegian Red Cross. It must be noted that modifications were made to the original design which included the following: Second door / Veranda / Water catchment system / Concrete floor (in some cases depending on locality)
Beneficiary selection. Beneficiaries were selected from the most vulnerable, displaced families living in the camps where IFRC secretariat intervened. All families in these camps, were assessed using IFRC secretariat beneficiary assessment and vulnerability criteria to select those most in need. These were prioritized and fed into a system which aimed for all families assessed to receive a sheltering solution.

Implementation The IFRC secretariat T-Shelter programme was a completely community-based programme, drawing a labour force from the displaced families in each location where the IFRC worked. 10 members of each community were selected first, based on previous knowledge and experience. They were then trained by an IFRC secretariat carpenter on construction methods of the T-Shelter. These trained ‘team leaders’ would then select other members of the community to make teams of five. Once the newly founded teams began construction, another group of ten would begin the training programme. This method was applied in each area until we had the appropriate number of teams constructing shelters.

Woodstock and prefabrication of T-Shelters The benefit of the T-Shelter design used by IFRC secretariat was that it was an easily fabricated structure. The floors, walls and roof were all separate structures that could be cut in a pre-fabrication factory, shipped to sites in bundles and framed anywhere on site. Only the erection of the T-shelter needed to be done in its final position.

Community approach / beneficiary participation Community members from the La Piste area were hired as daily workers and trained on how to cut and assemble the different pieces in a fabrication factory in the Woodstock warehouse. These pieces were arranged in bundles and shipped out to the various projects throughout the programme. All work done during the T-Shelter programme was 100% community built. At the height of the programme, over 1,500 daily workers were working on the sites listed above with a total of over 2,500 workers being involved in the entire T-shelter operation.

Integrated activities Our stated aim to provide all T-shelter beneficiaries with access to water and sanitation facilities; All IFRC secretariat T-shelter beneficiaries have received 2 x $250 livelihood grants and access to vocational training; The health department has distributed mosquito nets and health messaging services to all households living within the 2 T-shelter camps; DPDRR have carried out VCA and education activities within both camps.

Project challenges Untrained labour force The benefits of using a 100% community labour force are many, however one of the drawbacks is that we did not work with professionally trained carpenters, masons, etc. This was evident in some of the quality issues which are noticeable in the first T-shelters we built; it also substantially slowed down progress in the beginning. These issues were counterbalanced through the simplification of design and through some changes in our training techniques.

Logistics/material supply chain At the height of construction IFRC had over 100 teams constructing 100+ shelters per week, this combined with the material supply for Norcross and French Red Cross added up to approximately 200 – 250 shelters worth of material that needed to be delivered to site each week. This put an incredible strain on procurement, warehousing and fleet which often resulted in delays through either a lack of material availability, transport issues and sometimes problems surrounding the capacity to store material.

Land availability and site selection As apparent whenever anyone walks onto the Annexe de la Mairie site, not all available land is suitable for construction of shelters. This specific land was loaned to IFRC secretariat for the construction of 350 T-shelters by the Mayor of Cité Soleil. The plot of land donated is approximately 40cm-1.2m below sea level and over the past 2 years we have experienced flooding in both rainy seasons. IFRC secretariat have been carrying out land filling activities, constructing drainage canals and an evaporation pond in an effort to mitigate the flooding risk to the camp. With these mitigation strategies and other type of this kind of measures we are confident that a sustainable solution will be found before the onset of the next rainy season.
Project summary
Remove 50,000m3 of rubble from Port-au-Prince through the demolition and clean up of damaged housing and infrastructure and recycle or re-use a minimum of 25,000 m3 within our rubble processing operation. The rubble has and will be used for the following purposes:
- Crushed fill to raise land in an effort to mitigate flooding risk
- Gabion retaining walls and ravine protection gabions
- Crushed rubble for use in non structural concrete products
- Crushed rubble for structural blocks (still under development)

Project description
It is estimated conservatively that 10 million m3 of rubble were created by the devastating earthquake of January 12, 2010. Rubble was quickly seen as an impediment that needed to be overcome quickly to help in the reconstruction and rehabilitation of Port-au-Prince. We have recently engaged partners to carry out the demolition and rubble clearing work with over 5,000m3 of rubble having already been removed and with an additional 5,000m3 in the pipeline.

As part of the Integrated Neighbourhood Approach, IFRC secretariat has appointed a rubble processing delegate that has been tasked with developing products such as pavers, blocks, precast drains, gabion baskets etc. These products could be developed within our livelihood and SME programmes, to create job opportunities within the areas we are working in.

The ‘rainbow pavers’ are currently being used in IFRC secretariat projects at Base Camp, in the community centre in Annexe La Mairie, in Sarthe and at a local orphanage. In addition to these current projects, communities have expressed an interest in repairing and making good use of our pavers.
While we have, until now, been focusing on the reuse of rubble within our own programme, we have started looking at supporting Partner National Societies with the supply of materials and products from our rubble processing operation. This is an area that we want to focus on in the coming year. By increasing production and use, we will not only be able to refine the products but also maximize efficiencies in production, thereby lowering the production cost to a level that is competitive within the local building products market.

Currently, the IFRC secretariat has 8 people working in the factory developing concrete pavers, steps, precast drains and concrete blocks (non structural). In addition to these workers we have 21 workers crushing rubble onsite through the use of hand operated rubble crushers. These workers are self-organised and the teams are paid per m3 so as to maximise the output.

**Project challenges**
- To overcome the perception that rubble is rubbish. This could not be further from the truth and IFRC secretariat is banishing this notion by demonstrating to skeptics, that properly managed rubble can be just as valuable a commodity as sand, gravel and stone. Instead of paying to dump the rubble, communities can be mobilised to recycle and reuse 90% of the rubble.

- Plans need to be in place at the demolition stage for the use of the available rubble.

- Increasing capacity and ability of the team to process large quantities of rubble has taken longer than expected.

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**Timeline**

**Project Start:**
March 2010

**Project Key Dates:**
May 2011
Gabion retaining wall using rubble

August 2011
Start crushing rubble to make sand/aggregate

September 2011
CHF engaged to demolish 16 buildings for French Red Cross in Delmas 9

**Project Completion:**
December 2012

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**PRODUCT** | Concrete coloured pavers from crushed rubble in Delmas

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**MITIGATION** | Crushed rubble is spread in an IDP camp site
Project summary
IFRC Secretariat Self-Sheltering Solution Programme is providing safe and improved shelter solutions which help people leave overcrowded camps and allow them to lead their own recovery process. The programme aims to support families in returning to neighbourhoods or their place of origin, following their own initiative.

The objectives of the project are:
- To deliver shelters to all the families living in the camps
- To ensure household security and to ensure the economic incomes of the earthquake population. Specifically, to support women and vulnerable households through the re-establishment of productive assets and access to markets through cash transfer mechanisms.

Project description

Context
The level of assistance should be tailored according to specific caseloads on neighbourhoods. This allows for flexibility in the scope and cost of the programme. The proposed activities help to support a sustainable strategy to help families return to where they lived and worked pre-earthquake. It helps establish safe housing numbers of families and can help to bring families back into neighbourhoods. It also provides a safe shelter option for families with no return option to a previous address. It enables these families to develop and continue livelihood activities without interruption.

Implementation
The ‘settlement approach’ offers a framework of support to communities and infrastructures, integrating other sectors such as water and education, and often described through economic and social ‘livelihoods’. This widens the understanding of shelter to include support to all of the settlement options chosen by affected populations, including host families, rental accommodation and, where necessary, camps. In choosing between options, families and groups can make best use of their coping strategies for livelihoods, community development, and security.

Key activities

**B4:** Resettlement package (rental support, host families, return to provinces)

**B2:** TS shelter on an individual plot

Other activities

**F2:** Income-generating livelihood support

**G3:** Community-based approach

“The camp was on private land and the owner asked us to leave so I was living next to the street”

Marlene

LOCATION | IFRC secretariat | Decongestion of camps

CONTEXT | Mais Gate IDPs camp in Tabarre

Red Cross Red Crescent Societies | Haiti earthquake operation | Shelter technical brief – 24 months
Households who own land on which a transitional shelter can be built on
Some persons have the option to move back to where their house was or to a piece of land they own. They are given access to a transitional shelter and a small unconditional grant to help them re-enter the employment market. They are also provided with health insurance for one year. The families who are leaving the camps are registered with a local NGO that receives support from WHO. Families have access to low cost medicines, a health insurance that costs 1 USD monthly per person, and free consultations at clinics run by the organization.

Households who have the opportunity to move to a plot of land
Some people living in the camps know of someone who has a plot of land who has agreed to let them reside on the plot for two years. To gain access to a transitional shelter, the person must produce a copy of the ownership documents as well as a letter signed by the plot owner stating that the person can live on the land for two years. They are given access to a small unconditional grant to help them re-enter the employment market. Prior to receiving the grant, families are given training on running a small business. Whilst the grant is unconditional, families are encouraged to use the money on materials or goods that can help them in their chosen employment option. They are also provided with health insurance for one year.

Families who have green houses that require simple work to make them habitable
Some persons have houses classified as green and would return to their homes if they had the resources to do the repairs. They are offered cash or a voucher to access the needed materials and also an unconditional grant that would allow them to buy tools and/or set up a business. Training on earthquake resistant construction will be offered so that they may build back better for future construction projects. They receive a small unconditional grant to help them re-enter the employment market. They are also provided with health insurance for one year.

Families resettling in Port-au-Prince
Families identify an accommodation within Port-au-Prince that they can rent. If the accommodation sought is deemed to be secure, has water and sanitation facilities and is seen as a safe dwelling, the IFRC secretariat will pay up to 500 USD (20,000 GHT) for a family to resettle. This sum covers a year’s rent. Often, people move to the area they previously lived in as they are familiar with that area. They receive a small unconditional grant to help them re-enter the employment market. They are also provided with health insurance for one year.

Families resettling in the provinces
Some families return to the provinces from which they came from. They receive a resettlement grant, a small unconditional grant to help them re-enter the employment market and are also entitled to receive health insurance for one year.
In July 2010 the shelter team began the process of registering internally displaced households living in four camps in an area of Port-au-Prince. A project proposal was developed identifying a variety of solutions to support households to return to their places of origin or to find a shelter solution outside the camp.

As many households had lost their livelihood as a result of the earthquake, a cash grant was offered for people to develop a new livelihood opportunity. The interventions were based on assessments and discussions with families. Three areas were identified as being important to enable recovery: an improved shelter solution, support for livelihoods (to have food daily and plan for the future), and an option to help children return to school.

In addition to all of the above, families received:
- Training on managing their finance and identifying business opportunities
- Two livelihoods grant of 250 USD each, the first to be distributed one month after leaving the camp and the second three months afterwards.
- Health insurance for one year.
- A T-shelter if families were able to access land. Families also received a 150 USD grant from the American Red Cross.
- Beneficiary selection All families in the camps are eligible for one of the above described self-sheltering solutions, with a focus on people without a land title. After registration, families can choose their preferred accommodation.

Project challenges
- The process is very labour intensive and requires constant monitoring and support which entails staff and vehicles to be available.
- The process for cash transfers is cumbersome and needs to be time-efficient.
- Technical support for some construction aspects has been limited. In particular, reviewing the land site and identifying the work that needs to be done for construction to begin.
- Camp committees are difficult to manage as they believe that they should be receiving a salary.
- Some people do not want to leave the camps because they believe they will continue receiving goods.
**Project description**

IFRC secretariat Shelter Integrated Neighborhood Approach is aiming to achieve the following while also supporting movement partners:

- **Removal, reuse and recycling of rubble:** We are aiming to remove at least 50,000m³ of rubble and to re-use or recycle 50% of this material.
- **Enumeration:** mapping and registration of communities, preparation of documentation in order to provide over 2,000 households with improved access to more secure land tenure.
- **Creating safer housing and neighbourhoods:** repair and/or construct up to 250+ permanent homes within Port-au-Prince.
- **Social infrastructure:** provide infrastructure support in selected neighbourhoods so as to mitigate urban risks, improve safety and provide a safer and more dignified area to live and reside in.

Based on the outcomes of the Vulnerability Capacity Assessment (VCA) and the technical assessment, as well as the report produced by the Delmas 30 Community, the following risks have been identified along with some preliminary solutions to mitigate such risks, all in the aim of improving the living conditions within the selected settlement zones:

- **Environmental factors.** Acute risk of flooding, structurally unsafe habitations, unstable terrain.
- **Health Factors.** Hygiene related risks (outbreak of water born diseases). Malaria (resulting from flooding and the subsequent stagnation of water).
- **Social Factors** Insecurity (resulting from lack of employment and poor lighting within the community).

### Key activities

- **B4:** Resettlement package, **B5:** Progressive shelter, **B6:** Improved Transitional Shelter
- **C1:** Permanent housing, construction using recycled rubble, **C2:** Permanent housing through owner-driven scheme, **C3:** Permanent housing through donor-driven scheme

### Other activities

- **E3:** Safe shelter awareness / repairing training, **F1:** Cash for Work and livelihood support
- **F2:** Income-generating livelihood Support, **F3:** Livelihood / business training, **G1:** Participative Enumeration, **G2:** Rubble cycle (processing, removal, delivering), **G3:** Community-based approach, **G4:** DRR additional support, **G5:** Water, sanitation and hygiene promotion support
- **G6:** Demolishment of dangerous houses, **G7:** Design for all

### LOCATION | IFRC secretariat | INA site in Delmas 30
INA Activities
The following activities are included in the Integrated Neighbourhood Approach:

Flood Risk Construction of canals and improvement in the drainage systems to direct and control the flow of water during floods.

Development of sanitation facilities A number of options are being developed to help overcome the chronic shortage in sanitation solutions within the urban context of Port-au-Prince. This will include the following and more:
- Repair/rehabilitation of existing private latrines
- Construction of new latrines, where possible
- Development of plumbing network
- Construction of septic tanks (anaerobic baffler sanitation systems/septic tanks)
- Possibly construct public latrines where deemed suitable

Repairs/Retrofit and new housing project The risk of buildings collapsing can be mitigated either by repairing and strengthening houses or by demolishing and replacing houses that are beyond repair (technically or economically).

Rehabilitation of existing footpaths and the construction of new footpaths Construction of supporting infrastructure to improve accessibility into and within the Delmas 30 Settlement.

Street lighting Insecurity can be mitigated through infrastructure works, particularly through the installation of solar-powered street lamps.

New house reconstruction While this option is currently not our primary solution for the housing needs, we are endeavouring to find ways in which IFRC secretariat will be able to help beneficiaries into permanent housing within Port-au-Prince. Some methods in which this may take place are:
- Development of a basic structural configuration that can be scaled according to site conditions; this will allow us to provide a basic infrastructure that is then completed by the beneficiary at his/her own cost.
- Creation of a micro finance infrastructure providing micro-loans to beneficiaries to pay for housing.
- Alternatively a grant based owner-driven reconstruction programme.

Rubble re-use and recycling Rubble is currently being collected, re-used and recycled in non-structural capacity, i.e. in the fabrication of pavers in the construction of footpaths within the community, land filling where required, pre-cast drainage, etc.

Timeline
Project start: November 2011
Project completion: July 2014

Project target population
N° of households: + 5,000
N° of persons: + 25,000

“I want it to be a nice place to look at and be proud, knowing I can take some credit for it. I want to see it like it was before”

Beneficiary Carrefour Feuilles
Livelihoods: Livelihoods will become a key component of the INA programme with the intention of building the resilience of each community we work in through the following methods:
- Training in managing small & medium enterprises
- Small and medium enterprise grants.
- Vocational training
- Micro loans through existing micro-lending institutions.
- Possibly the construction of a communal market

Project challenges:
- Little government support;
- Main planned works are subject to approval by the ministry of public works which can often delay the process.
- Area of operation is densely populated with structures in very close proximity, making it technically difficult to conduct construction works, in particular house repairs and construction of access routes. This makes the logistics process more difficult. Furthermore, the storage of materials on site is not always possible.

Recommendations:
1. A holistic approach should be adopted throughout the entire programme life cycle, from the assessment stage into the execution stage and the subsequent closeout and handover of the project to the community. All previously mentioned factors (water, hygiene, health, social infrastructure and community development) should be taken into consideration in this holistic approach. Interventions should include input from all programmes/project stakeholders, rather than limiting this to one particular department (for example, the Shelter department implementing a project or programme without necessarily involving essential components such as water and sanitation).

2. It has become increasingly apparent that simply implementing the hardware (infrastructure) of a particular project is not effective without first conducting preliminary work to build capacity within the communities to effectively utilise and maintain the implemented works.

3. It is imperative to try and engage the local authority to actively participate in the development of specific projects. It has been found that engaging the local authority makes the handover process of infrastructure based projects much more easy at the termination of the works.

4. In order to obtain community based support, it is necessary to directly engage with the community from the onset of the project, and identify specialized, skilled labour that can contribute to the project.
**Project description**

In cooperation with the Directorate of Civil Protection (DPC) in Petit Goâve and with the support of Haitian Red Cross local branch volunteers, a survey was carried out at three schools temporarily occupied by internally displaced persons (IDPs). The schools needed to be vacated in order for the school year to start.

Some 412 families occupying the three school grounds (Pierre Mendes France, Des Soeurs de Sagesse and Sacré Coeur) were identified as beneficiaries for the programme. Around 250 of these families were renters and the remaining 162 families were house owners.

Taking into account the funds available for this project, Netherlands Red Cross decided to concentrate its efforts on attracting house owners back to their original plots of dwelling by building shelters for them. A total of 174 transitional shelters have been build for the beneficiary families.

Parallel to this, sanitation facilities (permanent and individual latrines) were provided for each family that received a shelter, with the exception of areas near the sea shore, where the high level of ground water made it impossible to build pit latrines. 103 ventilated improved pit latrines (VIP) were constructed.

Households who were renters or were not able to secure a plot, as well as other vulnerable families at camp sites in and around Petit Goâve, received a shelter/toolkit package (IFRC standard package) with extra timber boards. Each of these beneficiaries received at least 2 tarpaulins, 1 toolkit and 4 pieces of timber. A total of 623 families received these shelter materials.

Netherlands Red Cross implemented hygiene promotion activities in Petit Goâve, with participation from the local Haitian Red Cross branch volunteers. In June 2010 a training was given about clean water, latrines, environmental and personal hygiene, including malaria and HIV prevention.

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**Key shelter activities description**

- **B2**: TS implementation on an individual plot
- **B3**: TS through training / material package

**Other activities**

- **G5**: Water, sanitation and hygiene promotion support

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**Timeline**

- **Project Start**: April 2010
- **Project Completion**: November 2010

**Project target population**

- **N° of households**: 174
- **N° of persons**: 4,837

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**EXTENSION**

**LOCATION**

**Shelter, sanitation and hygiene promotion**

**Project Start**: April 2010

**Project Completion**: November 2010

**Project target population**

- **N° of households**: 174
- **N° of persons**: 4,837

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**EXTENSION**

**LOCATION**

**Shelter, sanitation and hygiene promotion**

**Project Start**: April 2010

**Project Completion**: November 2010

**Project target population**

- **N° of households**: 174
- **N° of persons**: 4,837
Project Summary
According to the shelter cluster in Petit Goâve, the number of persons that have lost or damaged their homes in Petit Goâve was around 30,000 in the three assigned zones (10, 11 and 12), the total figure of families affected in the three zones were 3,665 families. The Norwegian Red Cross has decided (by the Secretary General) to establish its long term projects in Petit Goâve through construction of 700 safe shelters to the most vulnerable families.

Project Description

Context
The three zones assigned to the Norwegian Red Cross include some urban areas along the National Route No. 2 and more rural areas further uphill. Homeless families are either living in camps scattered in the hilly areas or on free plots in the urban areas of the 3 zones. The first stage of implementation was completed in May 2011, by providing 300 transitional shelters following a review for project adjustments to implement the remaining 700. The three main components in the project are:

- To build approximately 700 transitional shelters for the most vulnerable.
- To build sufficient water and sanitation facilities for the transitional shelters, according to SPHERE standards.
- To implement hygiene promotion activities, including the improvement of existing water and sanitation facilities, in the existing emergency camps in order reach an appropriate level of hygiene.

Technical option
Norwegian Red Cross is using the IFRC secretariat model. These shelters are simple, re-locatable structures that offer appropriate and flexible shelter over the period of reconstruction. Afterwards, the shelters are upgraded, reused, sold or recycled. The approach is not another phase of response; rather, it involves building and upgrading incrementally, which allows developing a transitional structure to a semi-permanent or even a permanent structure. It also offers the widest potential for further adjustments of the structure according to the needs of the user.

Key shelter activities description

B2: TS implementation on an individual plot
B6: Improved transitional shelter

Other activities
G5: Water, sanitation and hygiene promotion support

“I prayed a lot to God for so such a long time and was dreaming of a house like this. Finally God listened to my prayers and sent the Norwegian Red Cross to give me the house”

Mme. Rosmen

LOCATION | Norwegian Red Cross | Shelter programme

SHELTERS AND SETTLEMENT | Improved transitional shelters in Petit Goave
**Beneficiary selection** The Norwegian Red Cross together with the community representatives of the focused area select beneficiaries based on commonly agreed criteria within the Movement, considering the most vulnerable of the affected communities. Priority is given to families whose homes are uninhabitable. The commonly agreed criteria within the Movement are thus: House completely destroyed | Family composed of children without parents | A child as head of household | Elderly person living alone | Amputee or disabled person due to the earthquake (files to be handed over to Handicap International) | Woman without resources, alone with approximately five dependents | Pregnant woman without a husband | People without resources before the earthquake and currently living alone in precarious conditions | Elderly person living alone with approximately five dependents | Pregnant woman without a husband | People without resources before the earthquake and currently living alone in precarious conditions | Family without financial support (no income) | Single man with several dependents that are children.

**Community participation** Norwegian Red Cross strongly emphasized community involvement in all activities from beneficiary selection to the construction of transitional shelters and the implementation of the water and sanitation facilities. The following community involvement/contribution has been agreed to and implemented during the different project stages:

- Selection of beneficiaries is done by community representatives and camp committees, confirming the pre assessed/pre selected beneficiaries in 2010.
- Beneficiaries participate in the construction process as carpenters and other daily workers for the implementation of the shelter and WatSan components.
- The selected beneficiaries are fully responsible for rubble removal and preparation (leveling) of the shelter and latrine construction sites.
- Beneficiaries are responsible for the transportation of shelter materials from the distribution site to their designated plots.
- Beneficiaries take the full responsibility of digging the latrine pits.
- Beneficiaries are responsible for the security of shelter and WatSan materials before and during the construction process.

**Integrated approach** The WASH programme is an integrated part of the shelter activities has been considered throughout the entire duration of the shelter programme. This approach will be followed by the two other programmes (CBHFA & DRR) implemented by the Norwegian Red Cross in the area.

**Project challenges** Logistics constraints in terms of material purchase, deliveries, transportation and storage / Rainy season and difficult road access to beneficiaries’ plots located in the mountains / Delays in beneficiaries’ contribution for the excavation of latrine pits / Time consuming tendering process to select contractors for the implementation of latrine project / Locating registered potential beneficiaries in IDP camps (those identified in 2010).

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**Timeline**
- **Project Start:** January 2011
- **Project Key Dates:**
  - Assessment: June - September 2010
  - Mobilization: October - December 2010
- **Project Completion:** January 2012

**Project target population**
- **N° of households:** 700
- **N° of persons:** 4,500

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**“Now we are very happy and feel much protected since we have a clean and bigger room, also our veranda is very useful and we use it as cooking and dining place”**

Mme. Rosmen

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**EXTENSION | Use of the veranda for washing and cooking, in Petit Goave**
Project Summary
Improvement of the housing conditions of 14 rural and semi-urban communities of Léogâne through the construction of progressive shelters implemented in two phases: a first temporary response (structure covered with tarpaulin) and a second durable solution (permanent housing with cement cladding). The project includes safer construction awareness activities and safer construction trainings. The shelter project was the beginning of an integrated programme that also includes water & sanitation, hygiene promotion, health, disaster preparedness and livelihoods projects.

Project description
Context In coordination with the Shelter Cluster in Léogâne, intervention areas were assigned and 3,960 families living in rural and semi-urban communities were targeted.

Technical option The shelters are made of prefabricated, galvanized steel frame modules of 18m², with a raised floor and a mono-pitch roof. These modules can be used in a modular manner, putting two side by side to form a double-pitched roof structure. The surface of the shelter takes into account the number of people in the family: families up to 5 members receive one module, families over 5 members two and families over 10 members three. Different closing materials were tested for the permanent housing, and beneficiaries chose the cement cladding closing.

Beneficiary selection Shelter support is not only provided to families directly affected by the earthquake, but also to families whose houses did not achieve a certain minimum habitability criterion. The aim is not to create inequalities within the communities.

Selection criteria:
1. Families whose main residence became uninhabitable because of the earthquake.
2. Families whose house, even if it has not been affected directly by the earthquake, does not achieve a certain minimal condition of habitability including: lack of space in relation to the number of people who live there | no water and sanitation (latrine)

Other activities
E3: Safe shelter awareness / repairing training
E4: Construction / repair best practices outreach campaign
G3: Community-based approach
G4: DRR additional support
G5: Water, sanitation and hygiene promotion support

Key shelter activities description
B5: Progressive shelter

“I am very happy with our new home, but now I need to improve my income. I need help to start an activity and be able thus to support my children”
Violette Duvreville

PROGRESSIVE SHELTER | A completed two-module shelter in Léogâne

LOCATION | Spanish Red Cross | Progressive shelters in Léogâne

Red Cross Red Crescent Societies | Haiti earthquake operation | Shelter technical brief – 24 months
2.11 | Spanish Red Cross | Progressive Shelters in Léogâne

Vulnerability criteria: number of elderly, dependents or handicapped people or children | single-parent families | no monthly income

Implementation
House-by-house assessment. / assessment verification and beneficiary selection / meeting with community, local authorities and Haitian Red Cross to validate / official identification or land ownership documentation / land preparation for construction (debris removal by beneficiaries) / construction of the temporary shelter / upgrade to a permanent shelter / safer construction awareness activities addressed to all families / safer construction trainings addressed to workers from the construction sector.

Community approach/beneficiary participation The construction is being implemented with labour from the communities that receive training in good construction practices. Beneficiary participation in the construction is low. Integrated Activities The reconstruction of shelter was the beginning of an integrated programme that provides support to affected households and communities. The support also includes water & sanitation, hygiene promotion, health, disaster preparedness and livelihoods projects.

Project challenges
The shelters are allocated on the land where the households lived before the earthquake, and in most of the cases land ownership is difficult to verify. To meet the shelter needs of the communities, solutions to households fulfilling the selection criteria are developed, regardless of their tenure situation. Intensive community mobilization is undertaken, and local authorities are involved.

- In the case of owners or heirs without official identification or land ownership documentation, validation meetings are organized where the community certifies their identity and the ownership of their land.
- In the case of tenants who lived in houses that were destroyed during the earthquake, the question raised was whether the shelter should be the property of the beneficiaries, who fulfilled the selection criteria, or whether it should be the property of the owners of the houses. The decision was that the shelters would always be the property of the beneficiaries. A document is signed between the beneficiary and the owner, in which the owner authorizes the beneficiary to build a shelter on his land. This document is valid for five years. In case the owner does not honor the agreement, the beneficiary can always move his shelter to another piece of land.

Timeline
Project Start: Assessments: February 2010
Project Key Dates: Construction of shelters: June 2010
Project Completion: April 2012

Project target population
N° of households: 3,960
N° of persons: +/- 25,000

CLADDING | Upgrade to permanent shelter with cement cladding closing in Léogâne

EXTENSION | A completed shelter extended by the beneficiaries in Léogâne
Project summary
This reconstruction project of 600 houses aims to support the most vulnerable, earthquake affected households in the rural community of Palmiste-à-Vin (PàV) in the Léogâne district. Its implementation is divided into two phases: a first phase (Phase I) that consists in erecting all the prefabricated houses that were imported, and a second phase (Phase II) that aims to extend the life of the houses and to adapt them to the Haitian context.

Project description
Context This project is located in the mountainous and rural community of PàV in the Léogâne commune. This community has been assisted and helped for the past several years by the congregation of Les Petits Frères de Sainte Thérèse, who is running a health centre, a school and some community based workshops.

Technical option The house has a living area of 21 m². Its structure, imported from Vietnam, is supplied in prefabricated steel components, including the roof, doors and windows. Timber and plywood bought locally are used for making walls and flooring. The wood is cut to size and assembled on site. The house is anchored to the ground by concrete block foundations. The workers are grouped into five-men construction teams, who build the house on the site of the previously destroyed home in a timeframe of 3 working days. After the construction of the first 20 houses, an external evaluation took place. The evaluation made a number of recommendations. Some of the recommendations were implemented during Phase I and included increasing the ventilation and lowering the level of the house. Phase II was planned for implementing the other recommendations that needed more construction and logistics depth (see technical specifications).

Beneficiary selection The 600 most vulnerable households living in the rural community of PàV have been selected through a survey based on vulnerability criteria that has been realized by the Swiss NGO Terre Des Hommes along with the congregation of Les Petits Frères de Sainte Thérèse. Petits Frères de Sainte Thérèse.

“I am really satisfied with this house, because before I was living under a tent”
Rony Camile, 48
House beneficiary

Key shelter activities description
B2: TS shelter implementation on an individual plot
B6: Improved Transitional Shelter

Other activities
E4: Construction / repair best practices outreach campaign
G5: Water, sanitation and hygiene promotion support
**Implementation**  The construction of the houses follows a construction calendar that organizes small activities both in the field and at our Log Base in Léogâne. The participation of each actor such as the truck rental company, wood suppliers, villagers and Swiss Red Cross staff, are organized according to a calendar that was set up at the beginning of the project. This calendar indicates for each week the transportation of materials from the Log Base to PàV, the wood delivery, the reception of housing components, the supervision of deliveries and distributions. Thanks to these measures and the good cooperation of all involved actors, the erection of the houses has progressed as planned.

**Community approach/beneficiary participation**  All workers who participate in the project are from the PàV community and have been trained to execute the specific tasks related to this type of house. The beneficiaries are participating in the process by preparing the construction site, transporting the materials to their plot of land, excavating the foundations, and helping the workers at the construction site.

**Integrated activities**  In order to support households with the harvesting of rainwater, two 125-gallon water tanks will be installed and connected to the roof gutters of each house. Furthermore, SRC will also implement a WatSan project in this community that aims to benefit the same 600 households that receive a house as well as 600 more households located in the same community of PàV.

**Project challenges**  End of August 2011, a complete survey of all 600 households was done to evaluate the current state of the project in the community, validate the identity of the beneficiaries who received houses, and gather all required data for the implementation of Phase II. All houses have been inspected for quality and occupancy. The space around each house has been studied to confirm beneficiaries’ choices for the veranda in phase II.

Mid-September 2011, a preliminary analysis reveals that at least 45 houses were unoccupied and 16 were rented. Further site visits were carried out and any problematic cases were dealt with by visiting the inhabitants and clarifying each family’s situation.

Most of the unoccupied houses could be explained because they had just been built and people had not yet moved in. For the rented houses, it appears that it was not houses that were rented but the land itself, all following the same rent-to-buy agreement. This common agreement in Haiti is a lease combined with an option to purchase the land within a specified period of time, usually 5 years at an agreed-upon price. This agreement does not challenge the sustainability of our project, because the agreement specifies that the owner can only sell the land to the actual tenant. If the tenant is not interested in buying the land he can keep renting the house.
PART 3 | Technical Focus

3.1 | American Red Cross | Designing and building homes for people with disabilities
3.2a | British Red Cross | PASSA in an urban context
3.2b | British Red Cross | Repairing and rebuilding houses
3.3 | Canadian Red Cross | Access to building area
3.4 | German Red Cross / Austrian Red Cross | Lessons learned
3.5 | IFRC secretariat | Gabion retaining wall
3.6 | Norwegian Red Cross | Selecting the most vulnerable beneficiaries
3.7 | Spanish Red Cross | Integrated Programming
3.8 | Swiss Red Cross / Belgian Red Cross | Phase II
**3.1 | American Red Cross | Designing and building homes for people with disabilities**

**Using local design**

In order to reach some of the most vulnerable people following a disaster, the American Red Cross has partnered with Handicap International to provide a safe and adapted progressive shelter with sanitation facilities to people with disabilities in urban, suburban and rural areas of Grand Goâve and Petit Goâve. Reaching the most vulnerable sometimes means that what is provided must be specifically designed to meet people’s unique needs. In the case of providing a home to people with disabilities, adapting the design of the home is crucial.

The construction technology used in these shelters is an upgraded version of the traditional Haitian “clissage” houses found in the area. The programme provides a basic shelter, improving upon local design, that is structurally sound and earthquake resistant. These progressive shelters can be very easily upgraded into a permanent house with the addition of a layer of mud or mortar to the wall panels, ensuring effective protection against the elements while utilizing the same technique that is traditionally used in the area. Using a design that is locally accepted is an excellent way to encourage sustainability because beneficiaries know how to maintain this kind of construction and has associated its shelter with permanent houses.

In addition, the size of the shelter provided is also customized to meet the family needs. The shelters that are provided have 18, 24 or 30 square meters of covered living space, depending on the size of the family. These shelters are designed with accessibility in mind. For example, doors and windows are oversized to ensure easy access and locks are designed to make it easy for people with disabilities to use them. Where needed individual adaptations are made to shelters housing people with reduced mobility, such as the addition of ramps or ropes to help residents enter the shelter.

The WatSan component of the program is also adapted to the beneficiaries’ needs. Modified latrine designs are used to ensure that beneficiaries can use them with comfort.

Lastly, specific training on the use of the handicapped adapted latrines and shelters is being provided by the programme to ensure sustainability.
In an urban context it is very hard to disaggregate between departments or sectors. PASSA was intended to raise awareness in Shelter Safety, but from the start of the process it was clear the risks to shelter safety (individual houses) were often caused by mismanagement of other processes such as spatial planning, waste management and drainage. Technical shelter problems are often impossible to isolate and treat individually in a dense urban context.

There are multiple steps along the way involving infrastructure works, land right issues and impacts on livelihoods (block making/training) that need to be considered before being able to arrive at comprehensive solutions to shelter problems. At a community level it is difficult to address problems by different themes. People themselves do not divide their every day lives into sectors; they make the liaison between their challenges that we often miss in the initial assessments.

An integrated approach at every level of a project - from community participation and planning to implementation - that at least has aspects of livelihood, shelter, water and sanitation work is essential for a comprehensive recovery response in complex urban situations. Additional sectors that play a key part to urban recovery are DRR and protection.

Arriving at a participatory solution to the problems in areas such as Delmas 19 is very challenging because before and after the earthquake families remain relatively autonomous. There are groups of families that will support each other but there is not an overwhelming sense of a cohesive community that acts as one body. People often favour solutions that they can benefit from individually rather than what is best for the community as a whole.

Despite this, over the last 6 months the Delmas 19 team has seen a difference in attitudes in this respect. The PASSA group had a responsibility to talk to the community during weekends about what activities they had completed and what they had learnt. As a result after many days of discussions and meetings it now seem possible for British Red Cross to work alongside the community as partners working for the community as a whole.
When the British Red Cross project started the various coordination meeting discussions focused on transitional shelters, some actors talked about yellow house repairs but there were no government approved repair guidelines. A few actors were also discussing retrofitting (reinforcing) of yellow and red houses but none was talking about the permanent reconstruction of red houses.

The British Red Cross mandate was to repair and rebuild seismic resistant family homes. The lack of Haitian (anti-seismic) building codes meant that even the (green) houses that survived the earthquake didn’t have the required resistance and might not survive another earthquake.

With the release of repair guidelines in December 2010, training workshops were organized for beneficiaries (homeowners and builders) as well as project staff. In the mean time many potential beneficiaries had started repairing or rebuilding their houses. The urge to act was growing and only three months into the project it was decided to move ahead with an agency driven permanent reconstruction pilot phase of 5 houses to inform the implementation of a full phase that was projected to start by August 2011 and completion by August 2012.

At the time, a preliminary integrated Livelihood/Shelter beneficiary survey was being implemented. It took the rest of 2011 to implement activities and processes that have given us today the data required for a sound needs assessment: extended participative enumeration, PASSA (see 2.4a), house to house interviews, a topographical/cadastral survey, merging the latter with the enumeration database to build a GIS, and developing house repair/retrofit design standards.

The lessons learned for sustainable permanent recovery in an informal urban context one year after the start of the British Red Cross project are:

- **Permanent recovery in an informal urban context.** New, innovative approaches are needed for this type of recovery operation. This is particularly true of Haiti where many problems were present long before the earthquake.

- **Planning and community mobilization and mapping up front.** Sufficient time is to be allowed to engage, analyse and map the community and local culture and subsequently plan activities before any implementation.

- **Community takes the lead for sustainability.** Once the community becomes aware that it needs to participate and where required take the lead in the planning and implementation for change, the main conditions for achieving sustainable solutions will be met.

- **Set realistic time-frame for recovery.** The time needed for recovery depends on the severity and scale of the disaster, the resilience of the affected community and the scale and depth of the reconstruction effort. After a major disaster the recovery phase is likely to last at least three to five years.
The Canadian Red Cross shelter programme covers some of the most difficult and challenging terrain in Haiti, including the rough and mountainous regions in Jacmel’s South-east Department. The dirt roads winding and twisting through the high elevations, often pose great challenges in transporting the shelter materials, particularly during the rainy season. However, once the kits are delivered by the side of the road, more challenges are met in delivering the kits to the build site, which is done proactively by the beneficiaries with the help of the community mobilization team.

In some cases, beneficiaries live great distances from the nearest road, and require multiple trips on hard rocky terrain carrying the 100s of components. In the La Montagne region in particular, the Red Cross shelter team faced extreme challenges and discovered an innovative way to transport supplies to 16 families living at the bottom of the mountain.

With the near impossible task to transport items by hand from the road above, the team decided to enlist the help of a local fisherman’s association to transport the shelter kits across the bay.

“We were carrying the shelter kits for 30 to 40 minutes by hand down the mountain for more than a week,” says Valerie Verougstraete, shelter construction delegate in Jacmel. “The mountain is just on the other side of the bay from where the Red Cross office is in Jacmel so for two days we used 35 foot boats to transport the shelter kits, four kits per trip.”

The United Nations also agreed to help. It volunteered to taxi the carpenters and team leaders in the morning, and bring them back in the afternoon. The rest of the workers were hired from the community to build the shelters.
One lesson learned A well-planned interlocking of procurement, stock keeping, prefabrication, distribution and construction work in the field is crucial for a continuous course of action and for meeting deadlines and staying within one’s budget. Whenever one of these elements of the implementation chain does not meet the requirements of the depending element you will face expanding delays and cost increases.

One specificity in the programme Our implementation approach focuses on both a maximum involvement of the beneficiaries (active participation in the construction process) and income generation for locals (prefabrication in Léogâne, distribution and construction work in the field). Thus ownership increases and up to 400 people have a chance to reinforce their capacities as well as earn money during the project period.

One particular experience in your programme The long delays we faced were a big challenge for the beneficiaries as well as for the national staff. It is very difficult to explain to beneficiaries the reason for these delays. Beneficiaries also tend not to accept these delays since they believe that we, as an international organization, are almighty and have the power to solve problems easily. If the beneficiaries’ patience is pushed to its limit, there is a risk of facing hostile and aggressive behavior.
The first retaining walls to be built by IFRC secretariat using gabion baskets and as far as we know the first gabion retaining walls in Haiti using rubble were built in the Carrefour Feuilles area of Port-au-Prince. Carrefour Feuilles has a good social mix and house sizes vary from one-room dwellings to large two-story houses.

The earthquake was indiscriminate and many people from all walks of life were killed or injured and many of those who remained lost everything. Because of the undulating nature of the terrain, many houses collapsed down hillsides on top of other houses. The absence of retaining walls added to the severity of the destruction.

Because of the topography and the amount of rubble that remains in Carrefour Feuilles, it made sense to use this location as the pilot area for building retaining walls. Following a number of meetings between the Shelter Community Team, the community and local landowners, it was decided to construct the first gabion retaining wall on ‘Rue Numa Rigot’.

At the request of the community, the workforce was rotated three times during the construction so that as many workers as feasible could benefit from the work and from the training in how to build Gabion walls.

The work was carried out during the rainy season, with three small landslides that further eroded the soil which was to be retained. Nevertheless, the work continued and was able to withstand the heaviest downpours of the season in September and October.

The community is delighted with the result and has asked for several smaller, block built, retaining walls to be constructed at vulnerable locations.
Project challenges
In order to ensure that those who received a shelter from the Norwegian Red Cross following the 2010 Earthquake were truly the most vulnerable of the affected population, Norwegian Red Cross created a community mobilization team dedicated to selecting 700 families in Petit Goâve. A thorough and transparent selection process, in cooperation with the communities, seems to have greatly increased the community acceptance of the programme as well as the occupancy rate of the constructed shelters while minimizing the risk of providing housing to those who were less vulnerable.

Some lessons learned
- Having mobilisers in the field allows for information on files until the day the shelters are constructed, thus making it possible to cancel files that were wrongly approved.
- It is important to inform the committees and beneficiaries themselves about who has been approved and rejected, though not necessarily explaining why.
- Some committee members had difficulties accepting that they would not get a house as ‘payment’ for their contribution, despite repeated explanation of selection process.
- Reaching understanding on the conditions of community participation must, therefore, be prioritized throughout the project implementation period.
- Including communities in the project implementation phase created a sense of mutual respect and transparency that seemed much appreciated among camp committees and beneficiaries. This also facilitated problem solving throughout the selection phase and ensured a smoother exit.
- The occupancy rate of the first 300 shelters, measured 3-6 months after construction was over 97%. Norcross believes that a thorough selection process and communication with the communities and beneficiaries may have been contributing factors.

Main components of the selection process
- Community meetings in all camps in the beginning, in which a cooperation agreement was signed and the Red Cross principles and selection criteria explained.
- Lists of potential beneficiaries chosen by camp committees served as the basis for vulnerability check and beneficiary selection. Information triangulation was ensured by consulting various sources in the communities.
- Factors indicating vulnerability: destroyed house; several children; pregnant women and infants; single-parent households; elderly and ill etc.
Livelihood initiatives for the economic development of the area based on a participatory community diagnosis currently ongoing.

In order to define the Spanish Red Cross / Haitian Red Cross next steps in the 14 communities, taking into account the opinion of the families living in them, a participatory community diagnosis, which aims to analyze the reality of the families through various participatory techniques, has been set up. The social promoters who carried out the assessment and the beneficiary selection for the shelter project, who monitored land tenure issues and supported the construction team through the mobilization of beneficiaries, are now conducting this participatory community diagnosis. This diagnosis consists of 5 parts: multi-sectoral assessment, Vulnerability and Capacity Analysis (VCA), information gathering in the communities, semi-structured interviews with community leaders and key people and external information gathering.

Consequently this integrated programme makes it possible for both families that have received a Haitian/Spanish Red Cross progressive shelter and those that have not received one to benefit in the development of their communities.
In September 2010, the external evaluation that took place encourages us to extend the life of the houses and to adapt them to the Haitian context. The concretization of the recommendations leads to a second phase of construction, which includes:

**Reinforcement of the floor** Construction teams were supplied with extra plywood and 3 new teams were created to complete this alteration, which started in July 2011.

**Protection of the plywood** To make the house more durable, the addition of a second external layer of siding material made with fiber cement boards has been designed. This waterproof, non-combustible material, is not susceptible to vectors or mold and is very low-maintenance once installed. Fiber cement board is cheaper than plywood and made of 50% recycled materials. The wall sidings will be installed by five new teams chosen from the community and trained by the SRC. The panels used for each house will be installed on vertical fiber cement trims that will break away this new layer from the existing plywood layer in order to create an air circulation between both surfaces to prevent the accumulation humidity and, consequently, limit mold.

**Protection of the door and windows** In order to better protect the house from water coming inside the windows and glass breakage, a specific protection has been designed. In June 2011, the 26 representatives of the community gathered and a discussion took place around the nine types of protection that could be employed. The result was unanimous: everyone decided on a system that has a permanent steel grid, which will protect the openings against water and glass breakage but also against vandalism and robbery. The approved design integrates a mosquito mesh behind the grid so that windows can be used for ventilation. Moreover, this protection can be easily removed using a simple ½ inch wrench for replacing the mosquito mesh or adding a piece of plywood in case of severe hurricanes. A steel workshop will be created in the Léogâne Log Base using labourers from the community and grids will be delivered ready to be installed directly to the people.

**Addition of a second door** To match with Haitian culture and increase the potential for extending the house, it has been decided to integrate a second door to every house. Technical details have been discussed with the Vietnamese manufacturer of the prefabricated house in order to make sure that the addition of a new door won’t affect its structural integrity. Each family can therefore choose the location of this new door: at the back or on the side of the house. Another steel workshop will be created at the Log Base to build all the needed doors using labourers from the community.

**Create a porch in front of the house** To increase the living space of the house and allow easy extension, an 8 m² external veranda will be built. New community work teams will be created and trained for installing the concrete foundation plots and erecting the porches. Due to the different topography of each construction site, three different designs have been conceptualized to meet with each situation. When implementation starts, each family will choose the type of wooden structure it prefers.
PART 4 | Shelter Documentation

5.1 Shelter in motion | Videos produced related to Haiti and urban response
5.2 Haiti earthquake shelter response related case studies
5.3 Disaster Risk Reduction manual | French Red Cross
5.4 Haiti snapshots | Picture gallery
4.1 | Shelter in motion | Videos of Haiti and urban response


Alternative shelter solutions explains IFRC’s self-sheltering programme in Haiti. Providing safe and improved shelter solutions which help people leave overcrowded camps and allow them to lead their own recovery process. The programme supports families in returning to neighbourhoods or their place of origin, following their own initiative, with different assistance packages.

Building a better future in Haiti | [http://www.youtube.com/watch?v=m8uwyXKPbA8](http://www.youtube.com/watch?v=m8uwyXKPbA8) (24/08/2011)

In the midst of nearly 400 brightly coloured shelters sits a large container filled with off-cuts of timber. This space, these pieces of leftover wood, and a few tools make up Giovanni’s carpentry workshop; a lifelong ambition which until recently seemed nothing more than a pipedream. Giovanni is one of the many from Haiti’s deaf community, living and working at the Red Cross transitional shelter construction site in La Piste, Port-au-Prince. Over 500 workers from the surrounding displaced community have worked at the site, and in January 2011 the very first families, many with hearing and speech impairments, moved in supported by a livelihood grant of 250 USD. It is through his carpentry work at La Piste, and by saving his wages, that Giovanni has been able to realise his dream and open this small workshop.

A Safer Home: Shelter in Haiti | [http://www.youtube.com/user/ifrc#p/u/12/v41_Dg7Y-Y0](http://www.youtube.com/user/ifrc#p/u/12/v41_Dg7Y-Y0) (28/07/2011)

Eighteen months after the earthquake, the Red Cross Movement has helped to re-house over 60,000 people in Haiti, both in highly populated areas such as Port-au-Prince and also in more remote, and difficult to access communities. Meanwhile, it is estimated up to 670,000 people are still living in camps, like Jean Joel and his three siblings. The building of shelters has proved difficult in Port-au-Prince due to a lack of available and suitable land. The Red Cross is also working with displaced communities, to help them identify ways to leave the camps.

Participatory Approach to Safe Shelter Awareness (PASSA) | [http://www.youtube.com/watch?v=f6B-aFNT388](http://www.youtube.com/watch?v=f6B-aFNT388) (09/03/2011)

PASSA (Participatory Approach to Safe Shelter Awareness) is a participatory tool that allows communities to improve their living environment, build safer shelters and design better settlements. It was developed by the International Federation of Red Cross and Red Crescent Societies (IFRC) together with British Red Cross.
4.1 | Shelter in motion | Videos of Haiti and urban response

Shelter and Haiti | http://www.youtube.com/watch?v=bsjoADopKKA (21/12/2010)

12 months after the earthquake recovery efforts continue. An estimated 1 million people are still living in camps, and agencies are working around the clock to provide improved and safe shelter. In Port-au-Prince, a lack of available land has hindered progress. At l’Annexe de la Mairie, the Red Cross is building transitional shelters for 350 families. Elsewhere, the Red Cross is working with communities to clear rubble from plots, and then build safe shelters.

Haiti-Giovanni, Red Cross Volunteer Deaf Community | http://www.youtube.com/watch?v=97IMNI2lxzl (27/12/2010)

In downtown Port-au-Prince, the Red Cross is building transitional shelters for 350 vulnerable families. One of the construction teams is made up of members of Port-au-Prince's deaf community. Giovanni and his community will be among the first to move into the new village.

The Shelter Effect | http://www.youtube.com/watch?v=Lf2z38u2djA (04/10/2010)

The Shelter Effect or how a safe home can change everything. The numbers are all out there. Over a billion living in slums, millions sleeping in flooded homes, countless shelters devastated by disasters every year. But it's no longer news -- earthquakes and hurricanes don't kill people. Buildings do. It's time to fix this picture and work together to make a difference. Safer shelter can be achieved. Small changes can make a huge difference. Fix your roof, raise a floor, build a drain or improve in your neighbourhoods... Let's join forces to make houses, buildings, villages, cities better places to live in. Contribute your ideas and success stories in tackling unsafe shelter and its impact on health, the economy, the environment and society.

The challenge of urban response | http://www.youtube.com/watch?v=dC6BtmNg33g (07/07/2010)

The 2010 World Disasters Report (WDR) focuses on urban risk in the context of a world which is urbanizing rapidly, where over half the world’s population now live in cities and more people than ever before live in slums. Urban poverty and disaster risk are often closely intertwined and the links between urban poverty and disaster risk will be increased by climate change. The report states that the root cause of why so many people are affected by urban disasters is that a billion people live in poor-quality homes on dangerous sites with no hazard-reducing infrastructure and no services. In any given year, over 50,000 people can die as a result of earthquakes and 100 million can be affected by floods and the worst-affected are most often vulnerable city dwellers. This video shows the implications in terms of shelter when the response has to be carried out in an urban environment.
4.2 | Haiti earthquake shelter response related case studies |


Technical guidelines for maintenance of houses, including advice on protecting houses against cyclone, rain and fire damage and along with cholera prevention measures.
4.4 | Haiti snapshots | Shelter programme picture gallery
4.4 | Haiti snapshots | Shelter programme picture gallery
4.4 | Haiti snapshots | Shelter programme picture gallery
4.4 | Haiti snapshots | Shelter programme picture gallery
The Fundamental Principles of the International Red Cross and Red Crescent Movement

**Humanity** The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, cooperation and lasting peace amongst all peoples.

**Impartiality** It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.

**Neutrality** In order to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.

**Independence** The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.

**Voluntary service** It is a voluntary relief movement not prompted in any manner by desire for gain.

**Unity** There can be only one Red Cross or Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.

**Universality** The International Red Cross and Red Crescent Movement, in which all societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.
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