

Neighborhood Return and Housing Reconstruction Framework

A Recovery Plan for Haitian Families

Plan pou remètè kanpè fanmi ayisyen yo



**Government of Haiti
and
Interim Haiti Recovery Commission
[Date]**

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List of Acronyms

BHA	Building Habitability Assessment
CCCM	UN Camp Coordination and Camp Management cluster
CIAT	Interministerial Committee for Territorial Planning (Le Comité Interministériel d'Aménagement du Territoire)
CNE	National Equipment Center (Centre National des Équipements)
CNIGS	National Center for Geospatial Information (Centre National de l'Information Géo Spatiale)
CRS	Community Resource Center
CRV	Vulnerability Reduction Cell (la Cellule de Réduction de la Vulnérabilité)
CSO	Civil Society Organization
DGI	Central Tax Directorate (Direction Générale des Impôts)
DPC	Department of Civil Protection (Département de la Protection Civile)
EDH	Haiti Electric Company (Électricité d'Haïti)
GOH	Government of Haiti
HRF	Haiti Reconstruction Fund
IDB	Inter-American Development Bank
IDP	Internally Displaced Person
IHRC	Interim Haiti Recovery Commission (Commission Intérimaire de la Reconstruction d'Haïti)
ILO	International Labour Organization of the UN
INFP	National Institute for Professional Training (Institut National de Formation Professionnelle)
IOM	International Organization for Migration
LNBTB	Public Works National Building Laboratory (Laboratoire National du Bâtiment des Travaux Publics)
MAST	Ministry of Social Affairs and Labor (Ministère des Affaires Sociales et de Travail)
MICT	Ministry of the Interior and Local Governments (Ministère de l'Intérieur et des Collectivités Territoriales)
MJSP	Ministry of Justice and Public Security (Ministère de la Justice et de la Sécurité Publique)
MOE	Ministry of Environment (Ministère de l'Environnement)
MPCE	Ministry of Planning and External Cooperation (Ministère de la Planification et de la Coopération Externe)
MSW	Municipal Solid Waste
MTPTC	Ministry of Public Works, Transport and Communications (Ministère des Travaux Publics, Transports et Communications)
NGO	Non-Governmental Organization
ONACA	National Cadastre Office (Office National du Cadastre)
PAO	Performance and Accountability Office
PMCC	Project Management Coordination Cell
SEEUR	Urban and Rural Facilities Maintenance Service (Service d'Entretien des Équipements Urbains et Ruraux)
SSIS	Shelter and Settlements Information System
UN	United Nations
UNDP	United Nations Development Programme
UN-HABITAT	United Nations Human Settlements Programme
UNOPS	United Nations Office for Project Services

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I. The Challenge and the Response

The housing reconstruction, community recovery, and urban renovation effort that will be required over the next several years in Haiti will be unprecedented, due to the unique characteristics of the disaster and of its context.

But the outpouring of goodwill and the willingness of the international community to collaborate in supporting this effort are also unprecedented.

The challenge for Haiti is to marshal the available resources behind the entrepreneurial capacity of the Haitian people, in order to restore housing, communities, and livelihoods, and ultimately to create an improved quality of life for all those affected by the earthquake.

II. Background and Purpose

The enormous scale of the January 12th, 2010 earthquake in Haiti remains difficult to comprehend, even for those living in the country. Equally overwhelming are the effects it left behind, including more than 200,000 deaths, an estimated 20 million cubic meters of debris; and, initially, the disruption of social and economic life throughout the country.

Many aspects of daily life are returning to normal, but characteristics of Haiti and of the event itself are making the recovery of housing and neighborhoods slow and challenging. The challenges include: (1) the concentration of housing destruction in Port au Prince--a large, heavily-congested urban setting; (2) the fact that vast majority of the affected households have some of the lowest incomes in the world; (3) the reality that much of Haiti's housing stock is substandard (not just that portion damaged in the earthquake) and that the housing sector operates almost exclusively on an informal basis; and (4) the need to mitigate multiple hazards in the reconstruction process that were not fully understood or well-managed in the past.

There is a strong commitment in Haiti to stand up to these challenges, and to use the reconstruction process to address factors that contributed to the severity of the earthquake's impact on housing and neighborhoods.

Obviously, the reconstruction of Haiti involves more than the reconstruction of housing. The IHRC has identified priority sectors as the following: education, health, agriculture, housing, debris removal, and disaster preparedness.

The action plan drawn up by the government after the earthquake focused on four main areas:

- **Territorial rebuilding:** Reconstruction of the devastated zones, the road network, regional development hubs and urban renovation, preparation for the hurricane season and regional planning and local development.
- **Economic rebuilding:** Relaunch of national production, restoration of economic and financial circuits, access to electricity.
- **Social rebuilding:** Health, food safety, nutrition, water, sanitation, highly labor-intensive activities.
- **Institutional rebuilding:** Democratic institutions, restart of public administration, justice and security.

While housing and urban renovation fall squarely in “Territorial Rebuilding,” they will contribute to, and benefit from, the work that will be done in economic rebuilding, as housing reconstruction provides a boost to the Haitian economy; social rebuilding, since neighborhoods provide the venue for social life, and rebuilding them will improve the quality of basic services; and institutional rebuilding, as institutions in the housing sector are strengthened, and new ones emerge, during reconstruction.

There is interdependence among projects in different reconstruction sectors. For instance, Haitians make significant compromises on housing quality in order to reduce time and money spent on transportation to and from livelihood activities. If transportation systems improve during reconstruction, or economic opportunities are created elsewhere, outlying housing locations might become more attractive to households now living in the city center.

This document is intended to establish a common framework for returning the displaced population to their neighborhoods or new sites, and for orienting the housing reconstruction effort. It is a living document that will be revised based on input from the affected population and from the agencies involved in reconstruction, both public and non-governmental, and experience gained as people return to their homes, communities, and livelihoods.

After summarizing the institutional context (Section III), this document presents the goals for the program (Section IV), and summarizes the needs it is intended to address (Section V). After explaining the critical challenges return and reconstruction will face (Section VI), it describes the frameworks four pillars (Section VII), as well as the institutional, financial, and social strategies (Sections VIII, IX, and X). The role of communities is explained (Section XI), followed by a description of the support and training that will be offered to replan neighborhoods and improve construction methods and services (Sections XII and XIII). Lastly, the document describes measures that will be employed to manage environmental risks in reconstruction, and to ensure transparency in carrying out the program.

III. The Institutional Context

Organizing return to neighborhoods and housing reconstruction will entail numerous actors, which can be positive with respect to the diversity of solutions, experiences, and approaches; but the process will require effective mechanisms of coordination along two dimensions.

- The number of non-governmental reconstruction actors is very large. Many have operated successfully in the country for years, but have had little experiences coordinating with the government or other agencies, or carrying out activities at the scale of this housing reconstruction program.
- The number of public agencies with some jurisdiction over housing and community and urban development is also large, and there no lead housing agency. The agencies involved have overlapping competences and limited policy enforcement, which makes agreement on the policy framework to guide reconstruction more difficult to reach. In addition, any ministries lost offices and staff in the earthquake and while they are eager to support reconstruction in their areas of competency, they are sometimes ill-equipped to do so. The key agencies include: the Ministry of Interior and Local Government (MICT); the Ministry of Planning and External Cooperation (MPEC); the Ministry of Public Works, Transport and Communications (MTPTC); and the Ministry of Social Affairs and Labor (MAST); as well as the Presidential Commission on Internally Displaced Persons (IDPs).

In addition, delays in making the transition from the humanitarian phase to reconstruction, and in articulating a reconstruction framework, have had a undesirable effects on affected families. Not only have they developed unrealistic expectations of what reconstruction will provide them (for instance, a new home or title to land); they are living in inadequate ad hoc housing solutions while they find out, which are in danger of becoming permanent. Reconstruction agencies are also identifying their own programs based on limited information, and in the absence of any concrete guidelines for the sector.

Yet, there are also factors that can contribute to a successful accelerated return and reconstruction process, including the willingness of the international community to work with the Government of Haiti (GOH) in a coordinated fashion; rapid progress on the Building Habitability Assessments by MTPTC that show a majority of buildings safe for

return or needing only minor repairs; the availability of detailed demographic data from the camp registration system; and the fact that neighborhoods generally settled together in temporary camps, which makes the return to neighborhoods easier to organize.

The Roles of Different Actors. Many decisions and actions since the earthquake have been accomplished through collaboration between government, international and bilateral agencies, using funds provided from national and international government sources. However, full reconstruction will require the mobilization of private initiatives through markets, and the allocation of public resources in ways that leverage a variety of private resources, including those of the affected community. A detailed description of the roles of various actors in reconstruction is included in Section VIII, below. In brief:

The public sector will provide policies and regulations that mobilize the resources of neighborhoods and households, avoid market distortions, and encourage the private sector response to reconstruction and private sector-led economic development, including that of the small enterprise sector. Public sector policies will facilitate access to housing in improved neighborhoods; encourage the mobilization of domestic financial resources and savings; support pricing policies that enable markets to function efficiently; and encourage the development of a robust, private sector-led housing finance system. Public funds available for reconstruction will leverage private funds wherever possible; encourage integrated planning, better urban development patterns, and more widespread infrastructure provision; and support the development of more efficient, competitive and transparent land markets.

The international community played a decisive role in the humanitarian response immediately after the earthquake, and continues to provide services such as camp management and to supply temporary shelter (T-shelter). Many organizations have remained in Haiti beyond their normal period of assistance, as a result of the severity of the crisis. Others are now ramping up services for the reconstruction period. The international community includes international financial institutions, bilateral and multilateral agencies, international and national non-government organizations, as well as the charitable, humanitarian, and religious organizations from around the world. These agencies have worked individually and collectively through mechanisms such as the United Nations Cluster System, to complement and reinforce the role of government. Their continued presence is critical to the success of the program explained in this document.

The private sector has an important role to play in reconstruction, and efforts must be made to allow its full participation and progressive leadership through the development of competitive and inclusive markets. Support should go to large, small, and informal firms, remembering that small and informal enterprises are the backbone of the Haitian economy and the source of most labor. Private firms will have to balance the need for profit with social and environmental responsibility. Government will look for opportunities to make it easier for small firms and individuals to operate in the formal economy in order to gain access to business opportunities available in reconstruction. The private sector should take the lead where appropriate in housing finance, infrastructure finance, provision of building materials, and in assisting owners with the design and execution of construction projects. Private firms should accept prudent business risks, competition, and market results.

People and communities. The affected population is leading and will continue to lead the construction and reconstruction of their housing and neighborhoods, whatever assistance is provided by government and the international community. The benefits of reconstruction driven by the affected population include higher satisfaction with the results, greater job creation, and faster economic recovery. Community-driven development will create work opportunities for the community and involve communities in ensuring the quality of the work done by private companies and trades people. Therefore, by providing training, resources, and technical assistance, the reconstruction framework both encourages and supports the affected population to play a lead role in the reconstruction effort.

IV. The Goals of Return and Reconstruction

The return and reconstruction process laid out in this framework will improve building standards, reduce risk in housing sites and neighborhoods, improve land-use and community services, provide economic opportunities in construction and related fields; and offer new financing options to qualified families.

The objective of the Neighborhood Return and Housing Reconstruction effort is to provide a range of shelter and housing solutions that meet the needs of the families affected by the earthquake and help restore the basis of peoples' social and economic lives. Reconstruction assistance will provide options tailored to the needs of various groups: owners and renters, the displaced and non-displaced, and urban and rural. The poorest (often renters), house owners and renters in the popular sector, and the middle class all require appropriate solutions. Many in the affected population have already moved more than once, so care will be taken to see that assistance does not result in renewed displacement (e.g. repeated relocation, rent increases, or disputes over tenancy or land).

The government's Neighborhood Return and Housing Reconstruction Framework for Haitian Families is designed to:

1. restore the status of households to what it was before the earthquake, that is, to help owners rebuild and to assist renters to reestablish their rights as tenants;
2. to improve the safety of houses, and the safety and functionality of neighborhoods that are reoccupied through community planning and a "building back better" approach;
3. to reduce the number of houses and neighborhoods in unsafe and undesirable locations using risk assessment and relocation; and
4. ensure that both reconstruction and new construction contribute to urban renovation and regional development, as envisioned in the government's long-term rebuilding plan.

The framework has four pillars:

- Return to safe homes in safe neighborhoods
- Relocation from unsafe neighborhoods and sites to new neighborhoods
- Support outside of the earthquake affected region
- Closure of temporary camps and return of property to owners

Each of these is described in detail, in Section VII, below, following a review of damage and needs, and of critical challenges that will be address in reconstruction.

V. Assessment of Damage and Needs

A. Affected Population and Current Estimates of Earthquake Damage

According to the GOH, over 2 million people were affected by the earthquake. The catastrophe affected all sectors of society: 60 per cent of the nation's administrative and economic infrastructure was lost, and 80 per cent of the schools and more than 50 per cent of the hospitals were destroyed or damaged.

The earthquake continues to disrupt the lives of Haitians. The IHRC estimates that nine months after the quake, 1.6 million people are still displaced—either in more than 1,300 camps and other settlements registered by the International Organization for Migration (IOM), or in temporary housing situations in both the quake-affected zone and in non-affected regions.

While precise figures are not known, the IHRC estimates the following breakdown of the location of the quake-affected population. (These figures will continue to be updated as more detailed data becomes available.) The distribution of this population between metropolitan Port au Prince and other areas is approximately 70/30, with 1.1 million persons in metropolitan Port au Prince and 500,000 located elsewhere.

Location	Population
In spontaneous settlements within quake-affected zone, registered by IOM	1,300,000
Displaced within quake-affected zone, but not registered by IOM (e.g. in small camps, in streets, in damaged homes, hosted by friends or family, etc.)	220,000
Displaced outside the quake-affected zone, and not registered by IOM	80,000
Estimated Total Affected Population	1,600,000

B. Condition of Houses in Metropolitan Port au Prince

Houses and apartment buildings were severely affected, as reflected in the results of the ongoing Building Habitability Assessment (BHA) being conducted by the MTPTC in metropolitan Port au Prince. As of Oct. 7, MTPTC engineers had assessed 245,809 single and multi-unit residential structures; 52 per cent of these have been assessed as “green”, meaning that they are safe to inhabit; 27 per cent are “yellow”, indicating that they should only be entered for short periods of time; and 22 per cent have been designated as “red”, or so severely damaged that they are unsafe to enter at any time.¹

As of October 2010, the MTPTC estimated that BHAs would eventually be conducted in 400,000 buildings in metropolitan Port au Prince. Of these, 88.5 per cent or 354,000, are expected to be residential buildings. Of residential buildings, an estimated 75 percent are single-family dwellings and 25 per cent are multifamily dwellings.

To date, the distribution of green, yellow, and red houses between single family and multifamily housing is relatively similar, with a slightly higher incidence of red houses among single family houses (22.6% versus 18.2% for multifamily houses). Multifamily houses are more apt to be yellow than single family houses (31.0% versus 22.5%) but slightly less likely to be green (50.8% for multifamily versus 51.9% for single family). Using an estimate of 4.3 residents in single-family homes and 12.0 in multifamily houses produces an estimate that nearly one-half of the current metropolitan Port au Prince population is from green houses and one-half from red and yellow houses. It is also assumed that the preponderance of the population in camps is from red and yellow houses, but this is not universally true. Many households continue to live in both red and yellow houses throughout metropolitan Port au Prince, creating a significant public health risk, and residents of green households in highly affected neighborhoods (without services or with few habitable homes) are known to be staying in camps.²

Based on the previous assumptions, the following table shows preliminary estimates of the number of camp residents associated with each type of house in metropolitan Port au Prince.³

Status	Green	Yellow	Red	Total
Average distribution	46%	29%	25%	
<i>Options</i>	<i>Reoccupy</i>	<i>Repair</i>	<i>Demolish/rebuild or Relocate</i>	
Number of houses	182,417	96,817	74,767	354,000
Estimated population in inspected houses	1,250,000	700,000	488,000	2,438,000
Estimate of displaced population	50,000	570,000	480,000	1,100,000

The distribution of renters and owners among the entire displaced population is not known with precision; however, the IOM camp registration system shows that around 60 percent of camp residents report being renters and 40

¹ The condition of “red” buildings varies widely; they may require demolition or major repairs. It should be noted that BHAs are not engineering studies, and that owners of red and yellow houses may need technical advice before deciding how to proceed with repairs or reconstruction.

² In this document, “household” is used to mean a group that shares a dwelling unit. It may include more than one family.

³ These numbers are very preliminary and will be updated as more data becomes available, including from community enumeration processes.

percent report being owners or don't report. The camp population is assumed to include a higher percentage of renters than the overall population.

C. Shelter and Settlements Information System

The GOH, the IHRC, and donors will require precise, timely information to identify needs across the earthquake affected area, and to monitor the progress of housing and neighborhood projects. The GOH and the IHRC, with donor support, will therefore establish the Shelter and Settlements Information System (SSIS), to coordinate with municipalities and reconstruction agencies in the collection and dissemination of information to support the reconstruction effort.

The SSIS is proposed to be developed with the collaboration of the Statistics and Informatics Institute and housed in the National Center for Geospatial Information (Centre National de l'Information Géo Spatiale or CNIGS) with the financial and institutional support of the international community.⁴ At the beginning, the IHRC will be one of its principal customers.

The SSIS will leverage and incorporate the skills and resources available from the IOM and the United Nations (UN) Cluster system.⁵ It will use tools such as: GIS, databases, on-line monitoring tools, and wiki-type collaborative systems,⁶ in order to support the following tasks.

1. Collect, validate, analyze, and update geographic, demographic, and financial information required for planning and implementation of housing projects, among others: beneficiary census; results from community enumeration processes; debris quantities and removal progress; environmental impact data; and risk assessments.
2. Identify and map community boundaries, in metropolitan Port au Prince and other disaster-affected localities, in a way that reflects the realities of Haitian urban and rural social organization, allowing identified neighborhoods to work together effectively to organize reconstruction activities.
3. Estimate levels of damage and need by community (including infrastructure and risk mitigation measures required to make neighborhoods safe for returns).
4. Register and monitor the interventions of agencies involved in reconstruction by neighborhood and household in order to track interventions within neighborhoods.

The SSIS will also coordinate with the IHRC to:

1. monitor the progress of shelter- and housing- related interventions;
2. establish benchmarks and good practices that can be used to improve project quality and develop realistic project budgets;
3. estimate inputs (goods, services and labor) needed for housing, services, and local infrastructure projects in order to identify potential bottlenecks in local labor markets and domestic and international materials supply; and
4. support the activities of the Performance and Accountability Office (PAO) of the IHRC (see Section XII).

Sharing of Information. Members of the international community will be called upon to share information and data with the SSIS. The IHRC will also collaborate with the SSIS to establish rules for access and disclosure of its information, in order to support reconstruction agencies.

⁴ [Confirmation needed from GOH regarding this proposal.]

⁵ For instance, GIS databases and maps created after the earthquake, transitional shelter data, data from building condition assessments, data from the camp registration system, information from pilot projects, etc.

⁶ Wiki tools permit the participatory development of knowledge bases by encouraging contributions from both experts and knowledgeable non-experts.

VI. Addressing Critical Reconstruction Challenges

A. Rubble and Waste Management

The earthquake generated and continues to generate enormous volumes of debris, including building rubble, domestic wastes and personal effects, abandoned vehicles, hazardous materials, municipal and hospital wastes, and human and animal remains. The presence of rubble and debris generated by the earthquake is one of the principal impediments to neighborhood returns and reconstruction. This waste also poses a risk to human health and public safety, blocks drains and sewers, slows emergency services, and contributes to traffic congestion. The removal and/or on-site management of rubble and other waste streams is an urgent priority and is a shared responsibility of the landowners, the Municipalities, and the GOH, including the National Equipment Center (CNE).⁷

To address these critical challenges, the GOH, in cooperation with the international community, is designing and implementing a coordinated strategic response to earthquake debris and municipal solid waste (MSW). The strategy will achieve the following goals:

- Develop an integrated rubble management plan that will ensure effective use of rubble removal and waste management resources, including public and private equipment.
- Develop and publicize policies and legal requirements related to rubble and debris removal, such as approvals required and assumption of risks and liabilities. This also includes regulation of dump sites and establishment of procedures and controls for construction debris management by companies and building owners.
- Publish a rubble removal schedule that is regularly updated, so that property owners will have certainty (within a margin of error) about when and how debris removal operations will proceed.
- Present policies and processes that ensure wastes are handled in an environmentally sound manner that includes recycling of wastes where feasible, and employment generation whenever possible.
- Specify how citizen presence and participation in the development and execution of the rubble and waste management plan will be achieved and managed (e.g. in the development of neighborhood-based recycling, reuse and in situ disposal plans).

To achieve the above goals, the following actions will be taken:

- The MTPTC, supported by the CNE, the PMCC, the IHRC, and others, will assume a coordination role for all reconstruction-related debris and waste management in greater Port au Prince.
- The IHRC and the MTPTC will convene a summit on rubble and waste removal activities, with the participation of key members of the GOH and the international community, the result of which will be a comprehensive rubble removal strategy for the country.
- Based on this strategy, MTPTC and the IHRC by [date] will publish the first rubble removal schedule, which will be continuously updated and communicated to the public.

B. Disaster Risk Management

Disaster risk management (DRM) is essential in post-disaster reconstruction and a prerequisite for future development. To date, Haiti has developed tools for identifying and mitigating weather-related risks (flooding and landslides, in particular), but needs to accelerate the identification and management of seismic risks. To avoid recreating vulnerabilities in reconstruction, agencies, and neighborhoods will use risk management guidelines provided by the GOH and the IHRC in reconstruction projects. This guidance will address risks associated with both building practices and site-related hazards.

Site-related risk management. The GOH and the IHRC will work with donors to provide guidelines to reconstruction agencies on site-related risks. GOH participation will include, as appropriate, the Interministerial Committee for

⁷ Disaster debris and municipal solid waste are generally managed separately, but given the excessive accumulations of both in disaster-affected areas, and the lack of means to manage them separately in the short run, a strategy to manage the two waste streams jointly may be required.

Territorial Planning (CIAT), the Department of Civil Protection (DPC), MTPTC, the Public Works National Building Laboratory (LNBTP), the Vulnerability Reduction Cell (CRV), and international partners.

Risk assessment is expected to take place in three phases: (1) an immediate risk-mapping exercise to identify high- and low-risk zones, which will be used to clear neighborhoods for early return, (2) participatory risk assessment to identify priority local investments and other DRR interventions within neighborhoods; and (3) comprehensive multi-hazard risk-mapping at the national level with micro-zonification in selected areas.

Guidelines will be developed that address:

- mitigation measures and technologies to reduce erosion, control landslides, and protect vulnerable areas in neighborhoods, such as drainage systems and community forestry, and to consolidate and protect plots;
- design and development of escape routes, community shelters, and safe havens within neighborhoods;
- site selection criteria for relocation sites; and
- measures to establish and enforce risk-related no-build zones.

Improved building practices. The destruction of homes in the Haiti earthquake was due to a number of factors that must be addressed in reconstruction, including:

- absence of seismic design and other natural disaster resilient construction standards;
- poor quality construction materials;
- poor construction oversight;
- use of unskilled labor;
- lack of building maintenance;
- improperly sited buildings; and
- lack of spatial planning.

Repair, retrofitting, and reconstruction of housing, and new construction must focus on earthquake-resistant building techniques. MTPTC is issuing guidelines for new construction and repair of engineered and non-engineered buildings that will be the basis for improved construction practices. It is also working to establish an inspection system based on these guidelines.

Demonstration, training, and communications with the public are needed to increase awareness of new disaster-resilient building standards and to ensure they are applied. Donors and agencies must allocate resources towards these efforts, as well as capacity building and building inspection.

The IHRC will assist MTPTC to disseminate and apply these guidelines for reconstruction. It will:

- Require new building standards in reconstruction and require project sponsors to link access to financial assistance for reconstruction to the observation of construction standards. Compliance will determine whether financial assistance continues during the rebuilding process.
- Help disseminate technical building manuals being developed by MTPTC and others. All manuals will be consistent with GOH building standards and codes.
- Request that agencies involved in reconstruction projects demonstrate how these guidelines will be applied and inspected. As best practices in this area emerge, the IHRC may strengthen its requirements.

Ensuring the quality of construction materials. The MTPTC and the LNBTP are establishing systems to monitor the quality of building materials to ensure that structures are not compromised by poor quality construction materials. The MTPTC will work with municipalities, community members, and implementing agencies to expand its quality control activities. At the same time, the IHRC guidelines will require project sponsors to incorporate measures for disseminating information, training producers, and monitoring to ensure the quality of materials in their projects.

Extensive training of builders, homeowners, engineers, contractors, architects, planners, inspectors, municipal officials, and agency personnel is required to improve both building materials used in reconstruction and construction

practices. Training in improved construction methods is discussed in Section XIII, Technical Assistance and Training, below.

C. Land and Housing Tenure Security

The complex, poorly documented, and often informal land tenure and occupancy arrangements in Haiti—especially in metropolitan Port au Prince—present a challenge for relocation and reconstruction activities, because they make it difficult to identify rightful owners and occupiers of land. This will be particularly important for early return, so that transitional shelters can be placed in former neighborhoods.

Substantial reforms may be needed in the systems for subdivision, titling, and registration of land, but this is beyond the current scope of the reconstruction framework. As an interim measure, the GOH supports the use of “community enumeration”. Community enumeration is a participatory exercise that provides information on residents and their land tenure and occupancy status in a given neighborhood. Community enumeration and mapping is the first step in a process to provide security of occupancy to neighborhood residents. The process may also require: (i) negotiation with owners to clarify and document occupancy rights, and/or (ii) legal adjudication to clarify ownership and rights. The standards for community enumeration are being developed by the Technical Secretariat of CIAT, which has technical responsibility for the GOH.

Project sponsors will apply the guidelines provided by the CIAT to carry out community enumeration as efficiently as possible, since it is a critical first step in the return to neighborhoods. Project sponsors and agencies assisting neighborhoods will be required to provide adequate resources for this process. As part of this process, the following will take place.

- Locate and identify neighborhood residents, and gather data using a standard form on their residence of origin, current location, and tenancy or occupancy.
- Carry out procedures to resolve tenure disputes in the neighborhood, including rights of renters, in order to prevent conflicts that could lead to involuntary relocation.
- Require that the verification process be supported by evidence, to the extent possible, in order to minimize the risk of future legal disputes. However, residents’ declarations supported by community verification may need to substitute for documentation in certain cases, if the verification process is sufficiently rigorous.
- Carry out adjudication supported by notaries and surveyors to clarify specific situations, if necessary. Where notarial records are not obtained, other instruments (surveyors’ certificates, evidence of payment of rent and/or taxes, written statements of witnesses, etc.) may be used.

The information developed in the community enumeration process will be incorporated in the SSIS and provided to local municipal officials and relevant authorities such as the Central Tax Directorate (DGI) and the National Cadastre Office (ONACA). This data is invaluable to the IHRC and the GOH for programming assistance in neighborhoods and for tracking the progress of reconstruction.

To help promote and guide efforts in this area, the technical secretariat of the CIAT will provide leadership on behalf of the GOH to:

- finalize, approve, and disseminate the community enumeration methodology and standards being developed with the international community;
- further define policies regarding tenants’ rights to locate a T-shelter on the land they occupy, the level of formal agreement with the landlord required, and the ownership of the shelter afterwards;
- define how the land information data developed during these exercises will be used and organization responsible for its ongoing maintenance;
- establish procedures to formalize the agreements reached in community enumeration; and
- support institutions involved in land management to use the “pre-cadastre” data collected during enumeration, and to strengthen land tenure security.

Clarification will also be provided on tenure and ownership issues related to the protection of public space, and land expropriation. To do so, the GOH will:

- identify and physically delimit public land (existing and new) that cannot be occupied;
- provide guidance on land use restrictions and controls (formal or community-based, emergency and normal procedures); and
- establish and/or clarify rules on public acquisition of lands for the public interest, for resettlement, and during emergencies.

D. Strategic Land Use Planning

Strategic development plans help ensure that reconstruction promotes urban renovation, economic growth, environmental sustainability, and social inclusion. These plans provide a vision for long term territorial development at the city and regional level, while creating a framework within which reconstruction projects and programs can be carried out. Strategic development planning processes must be based on consultation with national and local actors in order to build support and to mobilize available expertise. All actions for recovery and reconstruction at the community level must be coordinated with strategic plans and planning exercises whenever possible. The goals of these strategic plans will be taken into consideration in prioritizing neighborhoods for return.

Efforts are underway to develop strategic plans and land use plans at an accelerated pace, which, without delaying reconstruction, can provide orientation for reconstruction efforts. Resources may be needed to complete these processes.

Planning projects being carried out at the national level by MPCE with the support of Daniel Arbor Associates, UN-HABITAT, and the World Bank, will have initial results in late 2011. These include:

- Strategic urban development plans for metropolitan Port au Prince, Léogane/Petit-Goâve, and Jacmel/Marigot;
- Plans for development poles including Cap Haïtien, Les Cayes, Gonaïves, and Hinche development poles

There is also an in-depth strategic plan for the Artibonite area being prepared with support by the CIAT that will be issued by the end of 2010, and a strategic planning exercise supported by the Inter-American Development Bank (IDB) being carried out for Saint Marc.

E. Fundamental Reforms in National Housing, Urban, and Community Development Policy

There are significant policy and institutional reforms needed in Haiti in areas such as housing development and finance, urban planning and development, community development, and municipal finance. The informality of the housing sector, the poor quality of construction, the lack of planning in communities, limited resources for municipal investments, and the shortage of credit for housing are just a few of the indicators that systematic reforms are overdue.

This framework is not intended to provide guidance on these long-term reforms; however, the issuance of the framework offers an opportunity to identify some of the areas where these reforms are needed. The participation in reconstruction of many agencies with experience in housing and urban development presents an opportunity that the GOH must take advantage of in order to advance this reform agenda. Due to the length of time that reconstruction is likely to take, perhaps a decade or more, reforms begun today could already be having positive effects before the reconstruction program is very far advanced.

The areas of policy and institutional reform that have been identified as especially urgent by various agencies, both inside and outside the GOH, include the following.

- Strategic urban planning and community and economic development planning
- Land use planning and land market development
- Housing finance and mortgage market development
- Development of low-income housing, especially rental housing
- Building construction quality control
- Disaster risk management for housing and neighborhoods and development of property insurance for housing
- Local government infrastructure development, management, and finance

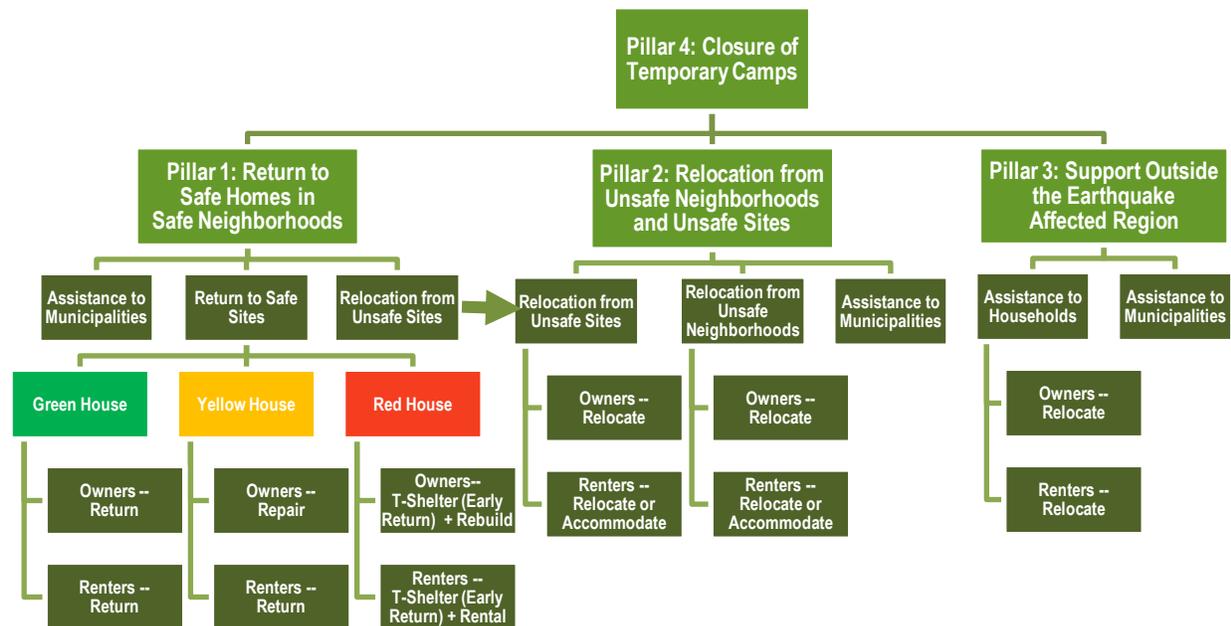
The GOH and donors will collaborate to identify opportunities to advance housing and urban and community development sector reforms during reconstruction. A lead donor agency could work with the GOH to develop a logical plan for the design and implementation of these reforms.

VII. Return and Reconstruction Strategy

The government's Neighborhood Return and Housing Reconstruction Strategy is designed to:

- restore the status of households to what it was before the earthquake, that is, to help owners rebuild and to assist renters to reestablish their rights as tenants;
- to improve the safety of houses, and the safety and functionality of neighborhoods that are reoccupied through community planning and a "building back better" approach;
- to reduce the number of houses and neighborhoods in unsafe and undesirable locations using risk assessment and relocation; and
- ensure that both reconstruction and new construction contribute to urban renovation and regional development, as envisioned in the government's long-term rebuilding strategy.

It also aims to support communities that have received significant numbers of those displaced by the earthquake, and to close temporary camps and restore the condition of camp sites. The following graphic shows the logic of the framework.



To be successful, each of the four pillars of the GOH framework will require a unique set of approaches and interventions, and will be supported by coordination mechanisms. The work plan attached as Annex 1 identifies critical activities and the pillars they support.

A. Pillar 1: Return to Safe Homes in Safe Neighborhoods

The IHRC estimates that perhaps 80-85 per cent of the earthquake-affected population would return to their pre-quake communities and sites if they could. However, several factors affect the feasibility and the timing of these returns. These factors include:

1. the conditions in the neighborhood, the status of the housing stock (red/yellow/green), and the need to secure public or private sites for transitional shelter or “hotel” facilities in or near neighborhoods;⁸ and
2. the effect on the neighborhood of activities such as rubble removal, yellow house repair, community planning and risk assessment, and negotiation of tenure arrangement with landlords.

Nevertheless, government recognizes that reoccupying “green” houses and repairing two-thirds of “yellow” houses could permit nearly 40 per cent of camp occupants to be resettled in their prior neighborhoods. This will require a concerted effort of rubble removal and house repair, and of returning services and facilities to neighborhoods. The establishment of a Coordination Group on Neighborhood Returns will be facilitated by the GOH and the IHRC for this purpose.⁹

Return to most neighborhoods will take place in two phases:

1. “Early return,” which will entail rubble removal, interim tenure arrangements, assurance of safety and minimal public and social services, and (in many cases) provision of T-shelters (see more detail in Pillar 4); and
2. “Permanent return,” which will provide longer-term tenure arrangements, more extensive services, and safe repair and reconstruction, in a re-planned neighborhood.

Risk assessment and community planning exercises are likely to identify housing sites that are not desirable to be reoccupied permanently. Therefore, while certain households may return to their neighborhoods initially, but unless they can be accommodated in the neighborhood, may have to be relocated or may opt for relocation. These will be the priority households to move to new settlements under Pillar 2.

Facilitating early returns that are as healthy and safe as possible for the maximum number of people, and converting early return neighborhoods as quickly as possible to a condition of permanent return, are thus the central components of the GOH’s recovery and reconstruction strategy.

Based on pilot projects, the IHRC and the GOH will work with the international community to develop a protocol for prioritizing neighborhoods for early return and a plan for return that will provide reliable information in advance to residents in camps and temporary housing about the timing of returns. This way, residents can make informed decisions about their options. Some from neighborhoods where even early return will be delayed may opt to relocate outside of the earthquake zone or to new settlement sites, or may need assistance to improve their temporary housing situation.

Principles to be followed for projects within this pillar include:

- Displaced households located outside of planned camps must be accurately counted and included in the SSIS (see above). The GOH will work with international agencies to carry out a registration process for members of this group.

⁸ “Hotel” facilities are temporary shelters in or near a target earthquake-affected neighborhood, used to accommodate a succession of households during the time that their area of the neighborhood is cleared of rubble and risks are mitigated. Following this, households return to their own transitional shelter on their own plot, or elsewhere in the neighborhood.

⁹ The Coordination Group will be composed of already existing coordination groups such as the Camp Coordination and Camp Management Cluster and *Logement Quartier*, relevant ministries, and working groups for rubble removal, risk assessment, etc.

- Rubble removal or management will be provided by GOH or agencies for all sites suitable for return. Donors and government will commit sufficient resources to fund rubble removal or management in all suitable sites.
- Timely repair of damaged “yellow” houses, especially in neighborhoods where green and yellow houses predominate and neighborhood can be made safe for early return. Donors and government will commit sufficient resources to accelerate this process.
- The return from camps and provision of services in early return neighborhoods will be coordinated, along with the gradual reduction of services in camps. The most important services to restore are education and health care, which will require support from a range of agencies, in addition to the provision of basic requirements such as water supply.
- Negotiated agreements between landlords and tenants to support early return (especially in metropolitan Port au Prince). Government will establish the legal framework for return of tenants, if necessary, without distorting the rental market. To support permanent return for tenants, a targeted program of support for repair and reconstruction of rental housing will be offered.¹⁰
- Community resource centers will be created to support community involvement and municipal and neighborhood collaboration in the return process.
- The allocation of assistance to households will be based on evidence or proof of eligibility.
- Guidelines provided by the GOH and the IHRC will establish acceptable minimum and maximum services delivery levels for both early and permanent return phases.
- Sustainable service delivery is required, as well as the creation of economic opportunities in all projects.
- Participatory community planning will be carried out to improve the layout and functionality of neighborhoods. Community plans must be consistent with urban, local, and regional strategic development goals.
- “Building back better” will be required through the use of risk assessment, site mitigation, and improved building practices.

B. Pillar 2: Relocation from Unsafe Neighborhoods and Unsafe Sites

The cities affected by the quake will be able accommodate the majority of households in need of relocation. This is the case in the peri-urban areas of greater Port au Prince, and in Léogane/Petit-Goâve and Jacmel/Marigot. In these zones, the priority is to establish new communities within the existing urban fabric as “in-fill” development, that is, conversion of under-utilized land into new housing developments. These new communities are closer to the original homes of the affected families, but less crowded, and free from natural hazards.

Affected households may also choose to relocate to areas outside of the quake-affected zone. Likely candidates for these longer-distance relocations are cities such as Cap Haïtien, Les Cayes, Les Gonaïves and Hinche, which have been designated growth poles within the GOH’s long-term economic development plan.

Principles to be followed for projects within Pillar 2 include:

- Displaced households located outside of planned camps will be counted and included in the SSIS (see above). This registration will be used to cross-reference households with neighborhoods and sites. The GOH will work with international agencies to carry out a registration process for members of this group.
- New developments must contribute to achievement of national and regional development goals and use good urban planning principles such as infill development.
- New communities must be well-planned, sustainable, inclusive, and compact.
- Adequate economic opportunities for residents must exist at new settlements, or incentives should be provided for complementary economic development investments within resettlement projects.
- The major social impacts of relocation must be mitigated by the project sponsor, and the provision of adequate and affordable social infrastructure (schools, markets, clinics) and basic services (transportation, water, sanitation, electricity) within new settlements must be assured.

¹⁰ Construction of multi-family housing can contribute to the “densification” of urban neighborhoods, which improves land use, and makes the provision of services more economically feasible. Legal and policy issues will be highlighted and addressed to encourage this type of reconstruction where appropriate.

- New settlements must include permanent housing or be provision made so that temporary arrangements can be readily and affordably converted into permanent communities.
- Land invasions that could lead to the creation of new slums in and around new developments must be anticipated and controlled.

Availability of land for relocation. The availability of land is considered a critical constraint on these projects. The IHRC will work with the GOH to accelerate decisions on public land. The IHRC will also assist by soliciting offers from private land owners so that project sponsors are aware of land that may be available for purchase or in exchange for site improvements.

C. Pillar 3: Support Outside of the Earthquake-affected Region

Perhaps 5 per cent of the estimated 1.6 million displaced individuals are thought to be located in areas outside of the earthquake zone. The GOH estimates that as many as 600,000 people migrated from the Ouest Department in the weeks after the earthquake. Most have returned, but a small percentage has remained outside the Haitian capital and other population centers hit by the earthquake. Many of these households are being supported by “host families.” Providing assistance to these displaced households or their host families, and to the municipal governments that are attempting to accommodate them, is as important as supporting those in camps, and has the added benefit that it contributes to the decentralization of the country’s population, a long-standing goal of the GOH.

The following principles apply to projects within this pillar:

- Displaced populations located outside of the quake zone must be accurately counted and included in the SSIS (see above). International agencies and the GOH will carry out a registration process for members of this group.
- This group will be assisted in ways comparable to other quake-affected citizens, without creating inequities between newcomers and original residents of communities where displaced people have resettled.
- The GOH and the IHRC will collaborate with humanitarian agencies to evaluate the need for support to this population and with the MICT to evaluate the needs of municipalities where large numbers of displaced households have settled.

D. Pillar 4: Closure of Temporary Camps

Linked to Pillars 1, 2, and 3, above is the need for planned closure of temporary camps across the earthquake-affected zone. In effect, the closure of camps is both the beginning and the end of the return strategy.

Closure must be carefully planned. It will require coordination among the GOH, municipalities, and private landowners, and will be based on prioritization of Early Return neighborhoods, as discussed in Pillar 1, above. This framework proposes the use of a Coordination Group on Neighborhood Returns to plan and manage this process.

Experience to date shows that closure will also require “case management,” in order to address the particular situation of each camp household. Many households will need assistance packages, which will be as uniform as possible to prevent the incentive to move between camps. In managed camps, camp management agencies will assume case management responsibility. For the rest of the camps, the GOH and the IHRC will agree with agencies on a plan to provide the necessary assistance.

As mentioned in the discussion of Pillar 1, the speed with which camps can be closed, and camp residents can return to neighborhoods, will depend on the conditions in the neighborhood, the progress of rubble removal, the status of the housing stock (red/yellow/green), and the need to secure sites for transitional or temporary shelter (T-shelter) and/or “hotel” facilities in or near neighborhoods. Camp residents’ decisions whether to return also depend on the availability of work, which will allow them to pay rent if they are tenants, and access to basic services such as schools, health care, and water. The Coordination Group will work with the GOH and agencies to coordinate the return of the services that will attract households back to neighborhoods.

Camps on private land are a particular concern, and the neighborhoods associated with these camps will be given priority for return. The IOM Displacement Tracking Matrix¹¹ estimates that 60-70 per cent of IDP settlements are situated on private land, including a variety of privately-run schools. Private land-owners are increasingly demanding unencumbered access to their property. Delays in creating viable return options increase the risk of forced evictions from the camps on private land. It is not enough to pay the camp residents to move; this will just increase dislocation, and put pressure on other camps. Instead, private owners may need to be compensated.

Principles to be followed for projects within this pillar include:

- Camp closures must be achieved through a gradual, voluntary process.
- Camps will be designated for closure based on a prioritized list of sites, which will be a function of their susceptibility to risks, overcrowding, and connection to neighborhoods that are suitable for “early return,” that the GOH will develop in consultation with the international community.
- Camp residents will need to be registered in order to receive assistance with return to neighborhoods. Agencies will keep track of assistance provided by camp registration number.
- Steps must be taken to prevent the arrival of new households in sites that are being cleared. Once the sites are empty, all structures will be dismantled and the land will be officially returned to owners, to the extent possible in the condition before the erection of the camp.
- The camp closure process will include grievance redressal mechanisms to address tenants' complaints and mechanisms to identify economic vulnerability and support the poorest segments of the population.

Specifically, the GOH will:

- appoint a focal point [in the MICT¹²] to oversee camp transition and to support the municipalities and the humanitarian community in mediation with private land owners.
- regularly update stakeholders on the progress of neighborhood return and camp closure plans;
- develop a strategy to communicate and work with private landowners that are involuntarily hosting temporary camps and a planning process for the closure of these camps; and
- develop a process whereby private sites with IDP populations can be prioritized for relocation (along with the priority camps already identified by the GOH).

Even with an concerted effort to reduce the camp population, some camps will remain open for an extended period of time.¹³ As a result, some camp residents awaiting return may opt to relocate outside of the earthquake zone or to new settlement sites, or may need assistance to improve their temporary housing situation.

VIII. Institutional Strategy

Government of Haiti. The GOH has overall responsibility for the success of the reconstruction program. Even when projects are financed and executed by third parties, the GOH is accountable to the citizens of Haiti for the proper use of the resources and for the quality of the results. For this reason, the government will:

- provide an enabling policy and operational environment for housing and neighborhood reconstruction activities, including measures to ensure the security of tenure and to encourage the interventions of the private sector;
- work with the IHRC to identify and update reconstruction priorities;
- coordinate humanitarian and development interventions, particularly those associated with the closure of camps, return to neighborhoods, and resettlement;
- maintain an efficient NGOs registration system and collect periodic reports on NGO activities, in accordance with the existing legal requirements;

¹¹ The IOM Displacement Tracking Matrix is a multi-sector tracking system for assessments of disasters and their impact on victims in IDP sites.

¹² [Guidance needed from GOH regarding institutional approach to coordination of camps.]

¹³ With a rate of return of 75,000 registered camp residents per month in Port au Prince, 15 months would be required to completely close the camps, without accounting for the displaced population not yet registered.

- ensure that reconstruction activities are properly monitored and evaluated; and
- collect, organize, and disclose information that will contribute to the efficiency of the housing and settlements reconstruction process (see section on SSIS).

Government Ministries. Government ministries are responsible for providing guidance and leadership in their areas of jurisdiction, in order to ensure the consistency of reconstruction with sector policies, goals, and plans. The GOH and donors will provide support to ministries so they can carry out these responsibilities. The GOH [will identify an overall lead agency or identify lead agencies by technical area related to housing and settlements].¹⁴ Ministries will:

- provide norms and guidance to the IHRC and project sponsors in their areas of jurisdiction;
- provide input to IHRC reconstruction guidelines in their areas of jurisdiction;
- serve as a counterpart for projects within the sector that contribute to sector goals and provide an endorsement to the IHRC before projects are approved;
- monitor reconstruction activities in their area of jurisdiction; and
- coordinate with other ministries, the IHRC, and reconstruction project sponsors to ensure understanding and consistent application of sector policy in reconstruction.

Municipalities. Local governments have assumed an important role in managing response and relief activities, and will need to be supported and strengthened in order to coordinate reconstruction programs in their territories.

Essential roles of the municipalities include:

- serving as the counterpart for coordination of temporary/transitional shelter provision with the Shelter Cluster, NGOs, community-based organizations (CBOs), and others;
- promoting the participation of civil society in the planning, design, and execution of debris management, housing, and economic recovery programs in their jurisdictions;
- defining the scope of community planning, and helping to ensure its articulation with local, urban, and regional strategic plans;
- assisting reconstruction agencies in locating land and validating beneficiary selection;
- supporting the review of projects by MTPTC and delivery of building permits;
- supporting community enumeration and the mediation of community conflicts;
- helping to coordinate shelter, housing, and infrastructure reconstruction activities at the neighborhood level;
- monitoring the progress and quality of reconstruction activities; and
- assisting the IHRC with identifying gaps in the provision of housing by reconstruction agencies.

The IHRC will establish coordination mechanisms with the MICT and Local Governments and other line ministries, municipalities, and donors to ensure that the municipalities are equipped to properly carry out these responsibilities during reconstruction. This support may include:

- provision of personnel, office space, and equipment;
- technical assistance and capacity development for local planning, development, and implementation of housing, public and social service provision, in coordination with the responsible ministries and agencies;¹⁵
- provision of information and technology to assist with the monitoring and evaluation of reconstruction projects;
- provide assistance in the issuing of building licenses; and
- training in building standards and inspections, improved building methods and other topics relevant to reconstruction.

¹⁴ [Guidance needed from GOH regarding institutional approach to sector coordination.]

¹⁵ For instance, municipalities will receive engineering assistance and training in improved building methods through an initiative of the MICT and local governments.

Interim Haiti Recovery Commission. The mission statement of the IHRC assigns it the responsibility for assisting the government to coordinate recovery and reconstruction efforts. The IHRC is charged with continuously developing and refining Haiti's development plans, assessing needs and gaps for investments, and ensuring that the implementation of development plans is coordinated, effective, and transparent. The IHRC can also expedite the issuing of licenses, permits and needed approvals to accelerate construction. The IHRC will:

- consolidate guidelines on housing and neighborhood reconstruction provided by relevant ministries and disseminate them to agencies involved in reconstruction;
- assist agencies with the application of the guidelines to specific projects;
- review and approve projects and programs funded by bilateral and multilateral donors, NGOs, and the private sector;
- work with the UN, particularly the United Nations Human Settlements Programme (UN-HABITAT), and others to facilitate coordination among housing and settlements reconstruction actors to ensure consistency with plans and guidelines; and
- ensure transparency in project procurement and monitor project results.

Project guidelines will be available on the IHRC web site (www.ihrc.ht). Projects are required to be submitted to the IHRC as Project Concept Notes when they are ready for approval. In order to facilitate the application of project guidelines, housing and settlements projects can be submitted at two specific points in time: (1) when the project concept is clearly defined (Preliminary Project Note), and (2) when the project is ready to be approved by the IHRC (Project Concept Note). Projects can be submitted to the IHRC at: <http://www.cirh.ht/index.jsp?sid=1&id=13&pid=13>. Agencies must register with the IHRC before submitting projects.

Donor and NGO funded projects and programs that exceed \$500,000 are required to be submitted to the IHRC, as are private sector projects or programs deemed by the IHRC to be of "National Significance." Projects valued at \$1 million or less can be approved by the IHRC Executive Director. Projects valued between \$1 million and \$10 million are approved by the IHRC Co-Chairs. Projects valued at \$10 million or more require Board approval.

Haiti Reconstruction Fund. The Haiti Reconstruction Fund (HRF) is a partnership between the international community and the Government of Haiti to help finance post-earthquake reconstruction. The HRF mobilizes, coordinates and allocates contributions from bilateral and other donors to finance high-priority projects, programs and budget support. It is the largest source of un-earmarked financing.

The HRF does not directly implement projects. Instead, it works through implementing agencies that are acceptable to one of its three partners. Project sponsors partner with the Inter-American Development Bank (IDB), the UN or the World Bank (WB) to ensure that projects meet international standards for quality, good governance, and financial management.

Proposals for funding need to comply with the following:

- be endorsed by the IHRC;
- be developed with and endorsed by a government counterpart;
- be aligned with the Action Plan (which is a requisite for the IHRC's endorsement);
- have the technical clearance by at least one of the Fund's partners (UN, IDB, or World Bank);
- finance one of the three eligible categories of activities: technical cooperation (including capacity building), investment grants, or budget support; and
- conform to policies established by the IHRC Performance and Accountability Office (see Section XII, below).

More details on the HRF can be found at: <http://www.haitireconstructionfund.org/hrf/>.

Multilateral and bilateral agencies. External cooperation is largely based on bilateral agreements between Haiti, the donor countries, and the international organizations. Multilateral and bilateral organizations have committed significant financial resources for housing reconstruction and shelter projects. The successful implementation of these projects will determine the success of the reconstruction program. To that end, multilateral and bilateral agencies will:

- design and implement projects according to the policies and guidelines of the GOH;
- participate in policy and programmatic discussions with the GOH and the IHRC, as requested, to provide feedback on the reconstruction framework and program;
- coordinate with other reconstruction agencies to ensure consistency of approaches and results;
- present projects to the IHRC for approval, and fully disclose project information, including but not limited to that requested in the IHRC Project Concept Note;
- report regularly on the progress of individual projects; and
- ensure the genuine involvement of the affected population in project design, execution, and oversight.

Nongovernmental organizations. The NGOs will implement a significant proportion of the reconstruction program in shelter, housing, and settlements. A large portion of these resources will not flow through the HRF. Even so, interventions must be disclosed to the GOH and the IHRC and coordinated with other donors and donor agencies, in order to maximize impact and reduce duplication of effort. NGOs may have unique institutional objectives, but it is expected that NGOs will actively involve the local community; train Haitian workers, technicians and professionals; and use local inputs to increase economic and social impact. Similarly as with bilateral and multilateral agencies, NGOs will:

- design and implement projects according to the policies and guidelines of the GOH;
- participate in policy and programmatic discussions with the GOH and the IHRC, as requested, to provide feedback on the reconstruction framework and program;
- coordinate with other reconstruction agencies to ensure consistency of approaches and results;
- present projects to the IHRC for approval, and fully disclose project information, including but not limited to that requested in the IHRC Project Concept Note;
- register with the MPCE and enter into agreements with the GOH regarding the terms of specific projects, if requested;
- report regularly on the progress of individual projects; and
- ensure the genuine involvement of the affected population in project design, execution, and oversight.

Community-based organizations (CBOs) and civil society organizations (CSOs). CBOs, such as neighborhood organizations, and CSOs, such as advocacy groups, will have a crucial role to play in the reconstruction. They may organize neighborhoods, provide services, implement community contracting projects, help conduct enumeration and adjudication exercises, mediate community conflicts, coordinate with donors or municipal governments, coordinate with the private sector, develop income-producing activities in the neighborhood, and organize and carry out rubble removal and construction activities, among others. Principles for CBO/CSOs include:

- CSO activities must be carried out in a non-discriminatory and non-partisan manner.
- In carrying out their activities, special attention must be paid to involving and addressing the needs of vulnerable populations, particularly the elderly, female headed households, households with persons with disabilities, and child headed households.
- The GOH and the IHRC will seek to establish arrangements and procedures that encourage the involvement of these organizations in reconstruction and urges bilateral, multilateral, and nongovernmental organizations to do the same.

The private sector. The importance of the private sector role in reconstruction cannot be overemphasized. Participation will include large, small, and informal firms that will supply most of the labor and provide most inputs. Private firms working in reconstruction should accept prudent business risks, competition, and market results. To encourage private sector participation in reconstruction:

- The GOH will look for opportunities to make it easier for small firms and individuals to operate in the formal economy in order to gain access to business opportunities available in reconstruction.
- The IHRC will promote the use of transparent public procurement processes and the announcement by public, private, and nongovernmental agencies of private opportunities associated with reconstruction projects.
- Procurement procedures in reconstruction projects that bypass or interrupt market mechanisms will be discouraged.
- The private sector should take the lead in housing finance, infrastructure finance, provision of building materials, and in assisting owners with the design and execution of construction projects.

IX. Financial Strategy

The financial strategy for reconstruction will be simple, transparent, and tailored to situations such as whether the affected household owns or rents its housing, and whether households are choosing to or are required to relocate. Government and donors are developing a financial strategy that is consistent across regions and neighborhoods, and transparent to the affected population. Support will be conditioned on the use of safe rebuilding practices and the return or relocation to safe sites.

The strategy will also ensure a rational and equitable use of the overall pool of resources available for housing and neighborhood reconstruction, and so that no one who is eligible for assistance is left out. The following general principles will be applied:

A. Financial Support for Households

- Households must be registered to receive assistance and the allocation of assistance to households will be based on evidence or proof of eligibility. In some cases, the proof may be affidavits from third parties.
- Return and reconstruction will not change the tenancy status of earth-quake affected households: the goal is to restore owners and renters to an equivalent status as before the earthquake, but in safer conditions.
- Households who are eligible for assistance will be identified and registered, so that no questions about eligibility arise as reconstruction and relocation proceed. Grievance redressal mechanisms will ensure that registration decisions can be appealed.
- The GOH or reconstruction agencies will cover the majority of certain reconstruction costs, although households may be asked to participate or contribute. These include costs of rubble removal from streets and public spaces; neighborhood enumeration, risk assessment, community planning, and technical assistance; mitigation works; and repair and replacement of common infrastructure.
- Temporary or transitional shelter provided by the GOH or reconstruction agencies, including necessary site preparation, will be donated to households. Households may be asked to contribute labor or may choose to improve the initial structure.
- Households will match support provided by the GOH or reconstruction agencies in accordance with their financial capacity, using sources such as earnings, remittances, gifts, savings, or loans.
- Government and donors will announce the parameters of an integrated system of financial support for reconstruction and relocation by [date], and will regularly update households on the financial policy. The categories of households to be helped are shown in the following drawing.

Forms of support. The specific forms of payment and technical support to be offered to households are being developed by the GOH and the IHRC in consultation with stakeholders. The goal is an understandable, consistent, and equitable system that optimizes the distribution of available resources. The principles of this system include the following:

- Households will be prevented from receiving multiple assistance packages, although assistance may be provided in stages, for instance packages to encourage early return, and others to assist with reconstruction.
- Special assistance will be available to ensure the repair and reconstruction of rental housing.

- For repairs and reconstruction, conditional vouchers and conditional cash transfers to owners (conditioned on compliance with construction guidelines, and disbursed in stages) will be used whenever possible, since they are the simplest and most effective mechanisms for providing assistance.
- For new settlement projects, and infrastructure improvements, the funding is more likely to be managed by the reconstruction agency, but the participation of the beneficiaries is still required.
- Owner-driven reconstruction, under which households or neighborhood groups direct and oversee the use of reconstruction resources with NGO technical support, is the preferred approach. Community contracting and cash for work will be used to allow households to earn some of the resources being spent in the neighborhood.
- Vulnerable households and groups, including female headed households, the elderly, disabled, and children will be assisted to address special financial needs and requirements. The goal is equitable outcomes for all families involved in the project.
- The GOH and the IHRC will monitor materials prices and availability, and may intervene to resolve constraints and pricing issues with suppliers, or to adjust the amount of the assistance.
- The GOH and the IHRC require that reconstruction projects provide stakeholders a say in the design of projects and a role in monitoring their use (social audit or similar mechanism).

B. Financial Guidelines for Agencies

- The GOH and the IHRC will work with agencies to ensure a rational and equitable use of the overall pool of resources available for housing and neighborhood reconstruction. The GOH may ask that resources be redirected to regions, types of investments, or specific socioeconomic groups where there are funding gaps.
- Agencies as a group must support all aspects of resettlement and reconstruction, including: site development and services; rubble removal; neighborhood planning; site preparation; shelter; housing repair, retrofitting, and reconstruction (for both owner-occupied and rental housing); and infrastructure and services construction.
- In allocating resources, agencies should prioritize (1) activities that will provide the most housing in the shortest period of time, such as the financing of yellow houses repairs, and (2) needs not being adequately addressed by other agencies, such as transitional shelter in urban areas.
- Assistance should be provided to every income group, and in both formal and informal neighborhoods.
- Reconstruction assistance will not be allowed in neighborhoods deemed unfit for return, as determined by the risk assessment process.
- The GOH and the IHRC will evaluate project costs on a per-housing-unit basis. Project sponsors will avoid per-unit spending levels that contribute to social inequities, considering instead lower per-unit cost approaches that address the needs of a larger number of households.
- The IHRC will solicit data from agencies in order to develop cost benchmarks and good practices for housing and neighborhood projects, and will make the information publicly available. Agencies executing projects should be prepared to share this information.
- To ensure the long-term value of what is built, agencies should seek qualified technical advice on the design of projects, particularly for more complex projects and structures, and ensure they are inspected upon completion. (See Section) IHRC guidelines will define procedures for securing building permits.
- The direct provision of materials should be done cautiously, in order to avoid disrupting local materials markets and distorting prices. It may be better to address bottlenecks in the supply chain than to provide materials, in order to avoid disrupting normal market mechanisms.
- Procurement of goods and services for reconstruction projects should be conducted on a competitive basis, for those services which will not be provided by the affected community. The IHRC Performance and Accountability Office (PAO) will provide assistance to agencies without established procurement procedures.
- Agencies must ensure fair and transparent use of project resources. Projects must incorporate mechanisms to limit corruption in areas such as beneficiary selection, costs control, quality control, and grievance redressal, among others. The IHRC PAO will provide assistance to agencies with project governance and transparency.
- Reconstruction agencies must be duly registered with the MPCE.

Use of credit for reconstruction. Projects that cater to families with the economic capacity to borrow (who own their land and have a stable income, for instance) may want to incorporate credit mechanisms in their reconstruction program by partnering with micro-credit institutions or local banks. While only about 7 percent of households in Haiti are considered subjects for credit, providing credit to this group would allow them to return to their prior type of housing much more quickly.

- Agencies and NGOs without experience with housing credit should generally not initiate these activities as part of their reconstruction projects.
- Where credit is offered, the terms should be market-based, while ensuring that the cost of borrowing is not usurious. Complementary grants can be used to lower effective interest rates.
- The IHRC is supporting initiatives to facilitate the provision of housing credit through the financial sector for reconstruction, and can advise project sponsors on the opportunities for incorporating credit mechanisms into project designs.

C. Livelihood and Economic Safeguards

Projects must maximize livelihood opportunities for the affected population, while accommodating the population's other economic demands (for instance, by providing work on weekends). Other requirements for project sponsors include the following.

- Livelihood mechanisms include employment, training, community contracting, and/or micro-enterprise generation in any aspect of reconstruction, for both men and women.
- Engage both the Haitian private sector and workers in economic opportunities that become sustainable over the long run.
- Labor rates paid by projects should be consistent with the local market.
- Analyze and consult with families before projects are sited and designs finalized regarding the economic impact of projects on households. Project location and design should promote livelihood activities of residents, avoiding locations that greatly increase transportation costs, for instance.
- Avoid burdening either households or local governments with operating costs with no identifiable source of payment (whether for housing, infrastructure, or other neighborhood services). Estimate operating costs conservatively (i.e. using high estimates) during project design, and identify sources to cover these costs.

X. Social Risk Management

Households will need mechanisms of social protection and social risk management to avoid increasing impoverishment as a result of the disaster. Social risk management takes many forms. All families are using informal arrangements in their recovery and reconstruction (such as borrowing from friends or sale of assets), but they are unlikely to be sufficient. A small percentage of families have access to market-based arrangements, such as insurance. But public arrangements, such as housing assistance, social safety net programs, and requirements for social safeguards in housing projects, are the primary complement for informal and market-based arrangements.

Social analysis of projects. Project outcomes improve when potential risks from social impacts are analyzed during project design and the findings are used to fine-tune project design. Social analysis helps project sponsors (i) identify the social and economic context of projects, (ii) incorporate the perspectives of those whom the project is intended to assist, and (iii) anticipate and mitigate the project's social impacts. Project sponsors will be asked to conduct a simple social assessment (SA) of both reconstruction and relocation projects.

Beneficiary selection. Project beneficiary selection will address the needs of both displaced populations being relocated to new settlements and the displaced who are returning to their neighborhoods of origin. Projects will return households to their neighborhoods of origin whenever feasible. Assistance for relocation will be provided when it is the only feasible option and when beneficiaries are willing to be relocated. Priority in neighborhoods of origin will be given to vulnerable households (e.g. female-headed, the elderly, disabled, and orphans) and—in new settlement projects— households displaced from their prior neighborhood because of safety concerns associated with the entire

neighborhood, or with their particular housing site. However, project sponsors must ensure that relocation does not create new vulnerable populations or create enclaves of existing vulnerable populations. Neighborhood enumeration will be the principle means for identifying beneficiaries in neighborhoods of origin and identifying candidates for relocation. All beneficiaries will be required to be registered to receive assistance.

Grievance redressal. The need for grievance redressal procedures must be anticipated in all projects that involve beneficiary selection or the provision of financial or material assistance to a specific group. A grievance redressal process should be accompanied by a communication program that effectively publicizes the ways and means to lodge a grievance or complaint and to appeal a decision.

Social safety nets. Social safety nets are financial support mechanisms used in post-disaster situations to improve the immediate social and economic conditions of the affected population. Cash for work programs are one example. These mechanisms are generally distinguished from assistance intended to help people reestablish their pre-disaster housing situation, although the prevalence of renters in Haiti makes the distinction less clear. Social safety net policies will be developed in consultation with the Presidential Commission on IDPs and donors with ongoing social safety net programs. Safety net support may be used as an incentive to reduce the population of camps, and will be considered as part of the early return process. A pre-requisite for this will be development of a complete registry of the affected population and the design of the program conditions and controls.

Procedures for social assessment, guidelines on social safeguards in housing projects, and rules for the selection of beneficiaries and the implementation of relocation projects will be developed by the GOH and provided to project sponsors by [date]. The CNIGS, MTPTC, MPCE, IOM, United Nations Office for Project Services (UNOPS), the UN Camp Coordination and Camp Management cluster (CCCM), and the Shelter Cluster will participate in the definition of selection procedures.

XI. Community Organization and Participation

The IHRC recognizes that a good reconstruction strategy must engage communities and help people work together to rebuild their neighborhoods. The strategy and action plan to support the return of families to safe neighborhoods must be based on the involvement of affected people and communities.

A. Involvement and Mobilization of Individuals and Communities

One strength of the Haitian communities affected by the earthquake is their community organization, which will be supported during recovery and reconstruction. The reconstruction plan will engage and rely on community members and leaders, with special efforts made to include vulnerable populations. Initial guidelines on community involvement include:

- **Community involvement requirements.** Reconstruction agencies will be required to demonstrate how real participation is incorporated into project preparation and how communities are strengthened and empowered for implementation. Special attention must be given to involving vulnerable groups including women, children, disabled, elderly, and those with illnesses such as HIV/AIDS. Maximizing the involvement of women in reconstruction planning and implementation is a priority.
- **Options for community involvement.** Communities can be involved in reconstruction through: assessment, planning and design, project development and implementation, and monitoring and evaluation of projects. Worldwide post-disaster experience shows that community members can successfully lead housing assessments, community enumeration processes, community needs assessment, neighborhood risk-mapping and environmental assessment, and community planning. Community members should help prioritize projects, and can design beneficiary eligibility criteria, locate community members, verify beneficiaries, and assist with grievance procedures, including landlord-tenant disputes. Community members must participate in training for builders so they can help supervise reconstruction. And they can spearhead housing and infrastructure

reconstruction, oversee monitoring and social audit committees, conduct participatory evaluations, and participate in solidarity group mechanisms for microcredit.

- **Options for individual involvement.** Homeowners may be involved in reconstruction through: decisions on repair or rebuilding and housing design, selection and purchasing of materials, hiring and overseeing the builder (or building themselves), and handling cash assistance and/or vouchers.
- **Programming with timelines and identified partners.** Regular informational and community meetings must be held to develop detailed plans for rebuilding and return to neighborhoods.
- **Understanding neighborhood social structures.** Project sponsors intervening in neighborhoods or with beneficiary groups should identify existing community decision making structures with the assistance of social assessment specialists, and avoid politicizing participatory processes or favoring one organization over another.
- **Community contracting.** For implementing projects, community contracting is preferable to “cash for work,” since the latter puts the community in a position of more responsibility.¹⁶
- **Institutional coordination.** A concerted effort will be required to mobilize all agency partners, municipalities, and community leaders during the transition from camps to neighborhoods, or to relocate households to new settlements. The GOH and the IHRC will help facilitate the collaboration of public sector agencies.

B. Support to Communities: Community Resource Centers

A number of international organizations have already identified specific neighborhoods in which they intend to work. However, not all communities will have the support of an NGO or international agency program. Instead, many will need to organize themselves. To support both groups, the IHRC will help develop a technical support system for housing and neighborhood reconstruction and relocation projects at the municipal or community level.

The IHRC will work with the GOH and municipalities, donors, and the private sector to create community resource centers (CRCs) to support neighborhoods with reconstruction and relocation projects. These centers may take various forms, depending on the needs in specific locations. They will operate with support from ministries and under the supervision of the municipalities to serve as:

- (a) Focal and coordination points for NGOs working in the community, and
- (b) A support system for neighborhoods and households acting without NGO assistance.

The IHRC will work with municipal government and donors to ensure that CRCs are strategically located to guarantee access to a variety of key services:

- information for families on:
 - housing reconstruction options, reconstruction practices, financial assistance, and access to materials;
 - GOH reconstruction policies and GOH, municipal, donor, and community-group activities;
- information and consultation on:
 - building demolition and rubble management and scheduling;
 - neighborhood risk mapping, enumeration, and land rights;
- technical assistance and training on:
 - building practices (training courses, consultation, distribution point for building regulations);
 - community planning, and coordination with other planning exercises;
- meeting space and communications center for agencies, municipalities, and community groups (providing telephone, internet, copy machines, and plotters for map-making); and
- locations for storage and distribution of building materials and equipment.

¹⁶ Whereas “cash for work” involves high intensity, low-skill labor activities aimed primarily at injecting cash resources into a given community, “community contracting” is a method for procuring a broader range of goods, works and services within communities, often partnering with existing CBOs.

The IHRC will work with donors to develop a plan for CRC implementation in affected communities, designs and operational strategies for the centers, and a strategy for joint funding. The IHRC will coordinate with MTPTC, MICT and NGOs to ensure that technical staffing in the CRCs is adequate and that staff are trained to provide the necessary information.

C. Communication with the Public

The GOH and the IHRC will maintain timely and continuous two-way communication with the public about the progress of reconstruction and on the focus of recovery and reconstruction strategy on neighborhood mobilization and community involvement. This will require the collaboration of donors, given the decentralized nature of the reconstruction process. In particular:

- Partners supporting housing reconstruction will be kept informed of GOH policies, strategies, and decisions with the support of the IHRC. Similarly, partners will keep the public and the government informed of their plans.¹⁷
- Policies and plans will be clearly communicated to the Haitian people, beginning with this reconstruction framework, in order to allow the population to make informed decisions.
- Government and nongovernmental actors will coordinate to inform the population about the types of assistance available and about how they can participate to improve the management of risks.
- Reconstruction agencies will work with the GOH and the IHRC to identify and fund mechanisms to capture feedback from the population on housing reconstruction, including surveys and focus groups, and to channel information gathered to the proper recipient in forms that will help assure that the issues identified get addressed.
- Messages should be disseminated regularly, using a range of media, and special efforts should be made to target those without access to print media, women, and vulnerable groups. Community members can play an important role in dissemination of messages at the local level.
- The IHRC PAO will establish mechanisms to allow beneficiary communities to voice grievances and have them readily responded to.

XII. Planning Communities and Ensuring Improved Services

The loss of much of the built environment provides a unique opportunity to improve living conditions in many quake-affected communities. However, a risk in post-disaster recovery is that housing reconstruction leaps ahead of any effort to replan neighborhoods and restore services. The GOH and the IHRC are focused on minimizing this disconnection, in order that reconstruction contributes over time to improved quality of life in communities.

In addition, by linking neighborhood-based projects to local, regional, and national development plans, the GOH and its reconstruction partners can help ensure that communities not only recover from the earthquake, but that community rebuilding contributes to Haiti's larger economic and social development goals.

A. Improved Land Use through Community Planning

Improving the land use in neighborhoods, while also improving the integration of neighborhoods into the larger urban context, is a strategic goal of the recovery and reconstruction program. Community planning, including community risk mapping, will be carried out to identify both neighborhood assets and risks, and to identify opportunities to improve the social and economic functioning of neighborhoods. This will be done in a participatory manner, in order to guarantee local support for any changes that may be proposed, and in coordination with municipal, regional, and national authorities, to ensure consistency with larger development plans and goals.

¹⁷ NGOs who are required to be registered with the MPCE are obliged to present reports on their activities twice a year. This obligation should be fulfilled by agencies involved in reconstruction, but should be complemented by communications tailored to specific audiences, especially the affected population.

To this end, the IHRC will work with the GOH and local universities to develop and train a cadre of community planners who will help with the coordination and support of the preparation and implementation of neighborhood recovery plans. This program will be oriented as follows:

- As rubble is removed from “early return” neighborhoods and community enumeration is carried out, community planners and organizers will work sequentially with people displaced by the earthquake, municipal engineers, and NGOs to develop participatory neighborhood reconstruction plans and prepare community maps.
- The plans will help residents identify community resource to preserve, such as cultural assets and public spaces, and identify investment projects needed to increase access to basic neighborhood services, which will be prepared and submitted by municipalities to donors or the IHRC for funding.
- With basic services improved, people will return to live in neighborhoods and incrementally improve their housing, moving “early return” neighborhoods in the direction of becoming “permanent return” neighborhoods.
- The first neighborhoods will act as pilots, and will be analyzed to determine effectiveness and to make corrections to the approach, as necessary.

Four coordination and support elements are proposed to help carry out this process:

1. Intense, short-term community-planning classes combined with on-the-ground practicum to train Haitian community planners over three years.
2. Training of community organizers to assist the community planners.
3. Fellowships for community-planners will be provided to ensure that municipalities and neighborhoods have support to develop and implement participatory community recovery plans.
4. Development of an urban planning degree program to improve planning in Haiti over the long term.

B. Linking Housing Reconstruction to Improved Service Delivery

If the quality of life in settlements is to be improved and residents are to be attracted back to neighborhoods, reconstruction efforts must link improvements in basic services and new investments in community infrastructure to transitional and permanent housing construction. To do so, community planning will first be used to identify infrastructure and service improvements prioritized by the community. Donor and IHRC funding should then be made available in neighborhood reconstruction projects to improve both social infrastructure and basic services.

Basic Services. It is unreasonable to expect full service resumption or improvement in neighborhoods at the time residents return, therefore both “early return” neighborhoods and new settlements projects should identify a phased approach to service provision, including training and roles for the local government, community, and the private sector. Interim measures can include:

- communal standpipes, public fountains, or water bladders serviced by trucks;
- communal latrines or sanitary cores; and
- community solid waste collection and composting.

Principles of Universal Design

Universal design entails the design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design. The intent of universal design is to simplify life for everyone by making products, communications, and the built environment more usable by as many people as possible at little or no extra cost. Universal design benefits people of all ages and abilities.

Principle One: Equitable Use. The design is useful and marketable to people with diverse abilities.

Principle Two: Flexibility in Use. The design accommodates a wide range of individual preferences and abilities.

Principle Three: Simple and Intuitive Use. Use of the design is easy to understand, regardless of the user’s experience, knowledge, language skills, or current concentration level.

Principle Four: Perceptible Information. The design communicates necessary information effectively to the user, regardless of ambient conditions or the user’s sensory abilities.

Principle Five: Tolerance for Error. The design minimizes hazards and the adverse consequences of accidental or unintended actions.

Principle Six: Low Physical Effort. The design can be used efficiently and comfortably and with a minimum of fatigue.

Principle Seven: Size and Space for Approach and Use. Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user’s body size, posture, or mobility.

Source: The Center for Universal Design, 1997, *The Principles of Universal Design*, Version 2.0. Raleigh, NC: North Carolina State University. Copyright © 1997 NC State University, The Center for Universal Design.

In addition, solutions that provide neighborhoods with independence from centralized systems may be considered if costs are reasonable and residents will be able to maintain them. This could include solar energy, wind generation, rain water harvesting, water catchment, roof gardens, composting toilets, and gas or solar cooking.

The IHRC will work with the MTPTC and other relevant agencies to establish specific infrastructure sector guidance such as the clearance, repair, and design of streets and roads in reconstruction projects.

Community and social infrastructure. Social infrastructure, such as schools, medical clinics and community centers, as well as new investments in basic community infrastructure, such as walkways, access roads, and drainage ditches, are an important parts of the revitalization of “permanent return” communities.

Using the SSIS, the IHRC will assist municipalities and communities to coordinate housing and community infrastructure projects with larger-scale infrastructure projects being carried out by international agencies, municipalities, or government ministries.

C. Improving Access for Persons with Disabilities

The application of universal design principles has been largely absent in Haiti, except in some institutional buildings. Only by the use of these techniques, however, will the large number of Haitians injured in the earthquake and other disabled persons be able to reintegrate into the Haitian social and economic system. For that reason, the GOH and the IHRC will be requiring that project sponsors explain in their project descriptions the efforts they are making to improve the accessibility of projects through the use of Universal Design principles (see box on previous page).

XIII. Technical Assistance and Training

The reconstruction effort is an opportunity to improve building methods. It will also require a large-scale mobilization of neighborhoods in order to coordinate the planning and implementation of reconstruction projects.

A. Training in Improved Construction Methods

In informal settlements, the severe damage to houses was caused by poor siting and house design, inferior quality building materials, and inadequate construction practices. These deficiencies must be addressed in reconstruction in a coherent manner and at a large scale. Training is being planned for planners, engineers, architects, contractors, skilled workers, households, women and youth, mobilizing local and international expertise. The focus of this training will be the application of the MTPTC Building Guidelines for repair work and permanent housing. These training programs will be approved by the MTPTC to ensure they are consistent with the Building Guidelines. Eventually, these training programs can serve as the basis for certification and inspection systems at the national level.

Training programs are needed for specific groups involved in the construction and reconstruction of housing, including builders, small business owners, designers, engineers, homeowners, and community members. Homeowners and community members in particular need sufficient knowledge to oversee the construction of their homes or to participate in a community social audit process.

Training should include the promotion of culturally appropriate measures to improve housing, such as harvesting rainwater, energy issues, improving sanitation options, and promoting the adoption of designs to improve accessibility by persons with disabilities (universal design principles).

Mechanisms to institutionalize training requirements include to date:

- MPTPC will be scaling up training with support from the World Bank, but this program will need to be expanded with other donor or HRF resources.
- Donors must ensure the provision of training to builders hired for their programs.

- The vocational and technical training institutes and National Institute for Professional Training (INFP) should help respond to the expected massive demand for additional construction workers.
- The IHRC will assist MPTPC to create a demand for training by requiring assurance from project sponsors that housing and settlements projects submitted for approval will be built by companies and trades people trained in MPTPC guidelines.

B. Training and Technical Assistance for Communities

(see Support to Communities, in Section XI, above)

C. Capacity in Municipalities to Coordinate Reconstruction

Municipalities will play a crucial role the reconstruction process (as described above in V. Institutional Strategy). Municipalities have already assumed many new and expanded responsibilities since the earthquake, working with often very limited resources. However, most need expanded technical support and capacity-building in the following areas: (i) engineering and local planning; (ii) financial planning; (iii) coordination and oversight of reconstruction agencies; (iv) oversight of community resource centers; and (v) community outreach and social communications. Financial resources are needed both to support administrative and technical functions, and for local investment.

The MICT will help the municipalities analyze their technical assistance requirements. The GOH and the IHRC will assist in identifying and channeling technical and financial support.

A number of initiatives are underway to address this requirement:

- The MICT and MPTPC are developing a training program for engineers who will support local governments to help them coordinate reconstruction activities in their jurisdictions.
- The Shelter Cluster coordination system has been decentralized and is coordinating largely with municipal governments on the activities of the Cluster members.
- A number of decentralized cooperation agreements are being launched to address the capacity building needs of local authorities.
- Numerous NGOs are already working with local governments on t-shelter projects, risk analyses, and water and sanitation initiatives, among others.
- The IHRC will incorporate municipalities in the system for monitoring reconstruction projects.

The GOH and the donor community will need to continue to provide municipalities with the technical assistance, training, and resources to enable them to effectively coordinate reconstruction. The IHRC will assist in monitoring the need for this assistance and helping to coordinate its delivery.

XIV. Managing Environmental Impacts

A. Environmental Review and Management

A concerted effort will be made to promote sound environmental review and management practices in housing and settlements projects in order to mitigate the impact of the disaster and to reduce the environmental impact of reconstruction and relocation projects. Environmental policies for neighborhood reconstruction and new settlement construction will be guided by the “Decree on Environmental Management for Sustainable Development and Regulation of Citizen Conduct” (“Décret portant sur la Gestion de l’Environnement et de Régulation de la Conduite des Citoyens et Citoyennes pour un Développement Durable,” October, 2005). The IHRC will work with the Ministry of Environment (MOE) to provide guidance on environmental review procedures to be applied in neighborhood reconstruction and new settlements projects. Community-based environmental review procedures will be included.

Environmental guidelines will cover:

- **Fragile environments.** Negative environmental impacts will be taken into account in site selection for both return to neighborhoods and new settlements development. Environmentally sensitive areas will be avoided.
- **Flood control.** Flooding is a severe impediment to reconstruction and a risk to public safety. Flooding due to deforestation and waste blockage can be reduced through improved waste management and re-forestation, and will be promoted in neighborhood reconstruction and upgrading projects, under the direction of the MTPTC.
- **Ground water and storm water management.** Mitigation of ground and surface water pollution will be promoted using MTPTC standards for infrastructure development and maintenance. Existing waterways and storm water infrastructure will be cleared, and drainage systems will be installed in new settlements or reconstruction zones, as directed by MTPTC.
- **Water supply, water treatment, and wastewater disposal.** The carrying capacity of underground water supply and the capacity for waste disposal should be considered in every reconstruction or relocation project.
- **Appropriate technology and placement.** The proper use and placement of sanitation equipment should be analyzed for settlements near waterways or in the vicinity of a receiving aquifer, in collaboration with MTPTC. MTPTC will develop an inspection system and a program to certify latrine installers and plumbers to ensure their compliance with environmental guidelines.
- **Rubble management.** Large scale rubble management activities and rubble dumping site selection will take environmental impacts into consideration using guidelines such as those outlined in the rubble management project plan designed by UNDP, UN-HABITAT, and the International Labour Organization (ILO), and approved by the IHRC. Risks associated with earthquake debris will be evaluated and warnings communicated by the Ministry of Health (MOH) and partner organizations to the affected population.
- **Building materials.** The use of locally appropriate materials will be encouraged, without discouraging non-traditional materials that might contribute to innovation in construction. Materials used should achieve an efficient design/cost ratio. The MTPTC will provide guidelines that stipulate the type and quality of materials to be used for new constructions, and repairs and retrofitting of existing structures.
- **Environmental rehabilitation of sites.** Measures for environmental rehabilitation will be applied to camps that will be closed before they are returned to public or private use.

B. Energy Efficiency, Climate Change Mitigation, and Green Development

The following efforts will be made to promote energy efficiency and green development principles in reconstruction:

- Alternatives to home wood-fuel use (propane gas, fuel-efficient woodstoves and solar cookers) will be promoted, in line with USAID and UNEP/MOE programs already underway in Haiti.
- Increased capacity of the electrical system will be supported in urban rebuilding areas by the Haiti Electric Company (EDH) in conjunction with the MTPTC.
- Guidance on the adoption of energy efficiency measures, as well as the installation and use of home and community scale solar power systems, will be provided by the MOE, in conjunction with EDH.
- The MOE, in cooperation with municipal governments and the MTPTC, will provide advice on the planning and maintenance of green spaces and other carbon-sinks in new neighborhood design or existing neighborhood rebuilding activities.

The IHRC will work with donors and the EDH to establish guidelines on the provision of electrical services and use of alternative energy in reconstruction projects, and with donors, the EDH, and the MOE to establish guidelines on the promotion of energy efficiency measures, the provision of electrical services, and use of alternative energy in reconstruction projects.

XV. Managing Results and Corruption Risk

A. IHRC Performance and Accountability Office

The Performance and Accountability Office (PAO) of the IHRC will ensure that (i) reconstruction projects and IHRC activities are subject to the highest level of performance, governance, controls, monitoring and oversight, (ii) proactive strategies are implemented to prevent and detect fraud, corruption, waste and abuse within the IHRC and in projects subject to IHRC oversight or approval, (iii) internal and external allegations and instances of fraud, corruption, waste, and abuse are investigated and remediated at the earliest possible opportunity, and (iv) there is access to the decisions, activities, and actions of the IHRC, including indicators of overall recovery progress.

The PAO will assess the work of the IHRC, including reporting on the execution of projects, identifying deficiencies and areas for improvement, and ensuring accountability and transparency. It will:

- monitor the design, execution, administration and supervision of projects by the various implementing agencies;
- request and receive full disclosure of the actions and activities of the IHRC, all donors and contractors administering, supervising, managing or receiving funds as well as the government agencies responsible for selecting and/or administering reconstruction projects and their respective contractors;
- make transparent the decisions, activities and actions of the IHRC, publicly conveying progress through a variety of mechanisms, to build accountability and trust;
- act as independent and impartial advisors to the board, executive committee and executive secretariat;
- support and advise the IHRC on strategic priorities and through oversight of the design and implementation of the reconstruction period;
- conduct contractor due diligence to increase the likelihood of using reputable contractors;
- create a nationwide corruption whistleblower mechanism and act appropriately to investigate and resolve all allegations of corruption, fraud or other misconduct;
- conduct independent investigations and halt or terminate projects or other activities that show signs of fraudulent or otherwise wasteful activity;
- initiate and administer debarment proceedings against implementing agencies, contractors, sub-contractors, individuals and NGOs who are suspected of wrongdoing;
- enable the IHRC to release periodic public reports on the reconstruction progress and anti-corruption activities;
- create an incentive for performance-based, results-oriented action; and
- conduct any other activity as directed by the co-chairs consistent with the IHRC mandate.

As the operational procedures of the PAO are implemented, guidelines will be provided to reconstruction agencies to inform them of their obligations with respect to the functions of the PAO.

B. Mitigating Corruption in Reconstruction Projects

Corruption is the misuse of an entrusted position for private gain, by employing bribery, extortion, fraud, deception, collusion, or money laundering. During disaster recovery, citizens often perceive that public resources are not being managed well and that corruption is rampant. It is the responsibility of each reconstruction agency to ensure that corruption is mitigated in its project. The IHRC can provide information on the design of anti-corruption mechanisms. Among the mechanisms to consider:

- Conducting corruption risk assessments and addressing risks before launching reconstruction projects.
- Requiring private contractors to sign codes of conduct, and requiring project staff to sign integrity pacts, with both subject to spot checks by government or outside auditors.
- Using indicators and data analysis to identify divergences in the costs of materials, administrative expenses, etc.
- Avoiding rehiring staff or private firms involved in questionable practices.
- Including social audit mechanisms or an anticorruption monitoring board in project design.
- Using standardized, proven accounting and disbursement procedures and including concurrent or ex-post audits in projects.

C. Monitoring and Evaluation

The Shelter and Settlements Information System, discussed in Section II, above, will form an integral part of the monitoring and evaluation and anti-corruption system for housing and community reconstruction. To that end:

- The IHRC will work with reconstruction agencies to propose indicators and systems for monitoring and evaluation of housing and community reconstruction projects. These will be based on indicators developed in other post-disaster contexts, such as those used to evaluate housing projects after the Asian tsunami (see, for example UN-HABITAT's "Post Tsunami Aceh-Nias Settlement and Housing Recovery Review").
- The SSIS will facilitate greater transparency in the reconstruction process, and clear, easy-to-use systems will be built into the information management system.
- The municipalities will be key participants in the monitoring and evaluation system for reconstruction projects. The IHRC will help ensure that they have sufficient technical and information resources to play this role, and will work with them in the design of the housing and settlements monitoring system.

NGO and donors' participation is also crucial for the success of the monitoring effort. The IHRC will establish requirements for monitoring and systems for the reporting of monitoring information. The IHRC will issue detailed guidelines on project monitoring and evaluation in early 2011.

D. Complaint and Grievance Redressal

All donor and government projects should provide grievance redressal systems in their projects. Processes that allow stakeholders to file complaints are an important part of an assistance program. They help to ensure transparency and fairness and reduce the risk of errors or manipulation. Complaints are common in programs that provide direct financial assistance.

Those being assisted are in a vulnerable situation, and program criteria related to assistance schemes—no matter how well defined—are subject to misinterpretation. Complaints increase when amounts of assistance are large, such as those related to housing reconstruction.

An acceptable complaints system can have different levels of mediation and grievance redressal, which should be operating at the project level. The IHRC through the PAO will provide a framework for grievance redressal at the national level. Components of a grievance redressal system can include:

- ongoing outreach, consultation, and review procedures to resolve complaints;
- the use of an independent advisory panel or committee;
- access to the country's ombudsman or similar function, where it exists; and
- (as a last resort) access to legal redress through the courts.

Detailed guidelines on setting up grievance redressal mechanisms at the project level are available from various international organizations, and will be available through the IHRC web site.