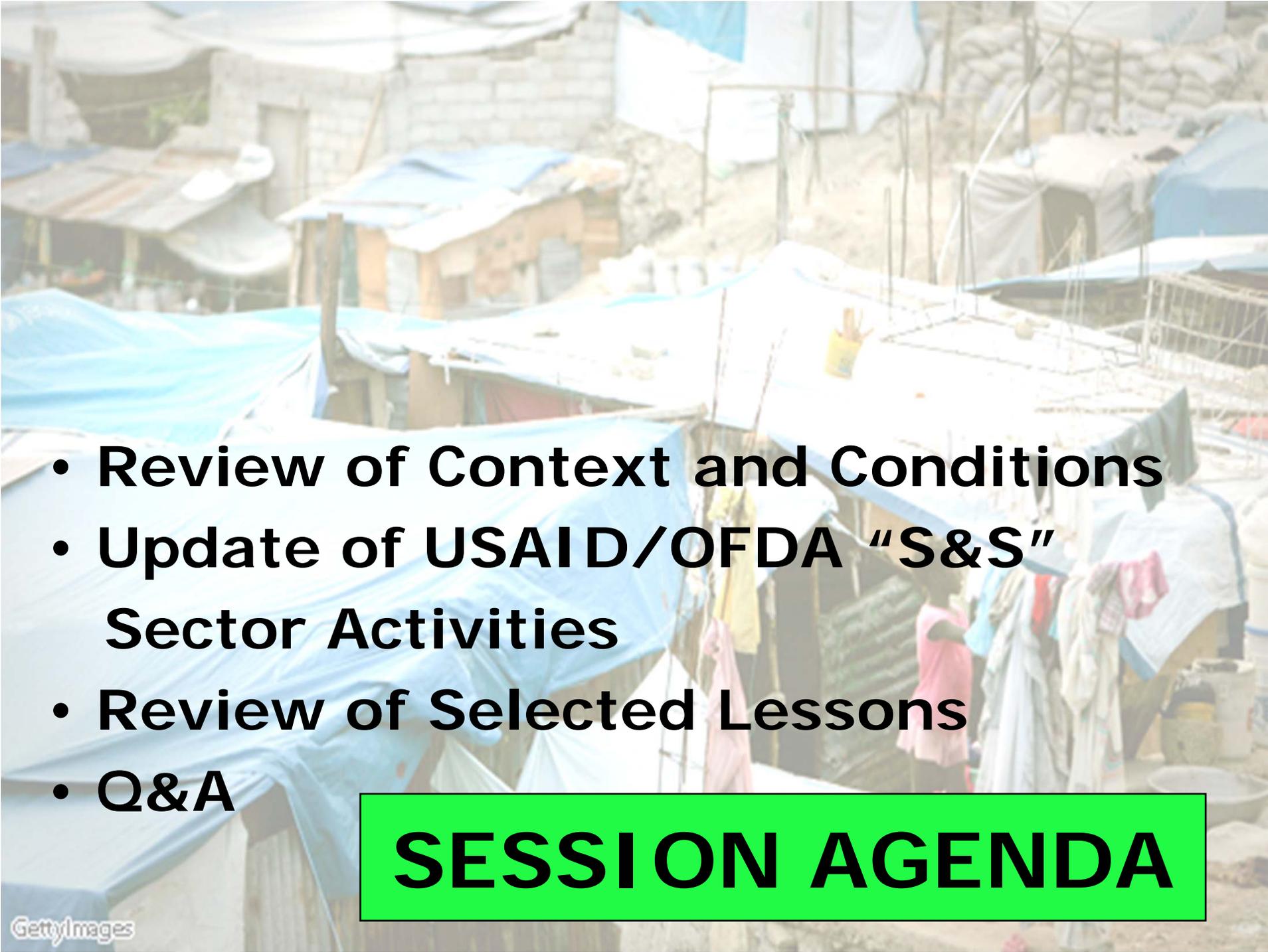


***USAID/OFDA Shelter and  
Settlements Sector  
Activities in Haiti:  
An Update and Review***

***Charles A. Setchell,  
Shelter, Settlements, and Hazard  
Mitigation Advisor, USAID/OFDA***

- 
- **Review of Context and Conditions**
  - **Update of USAID/OFDA "S&S" Sector Activities**
  - **Review of Selected Lessons**
  - **Q&A**

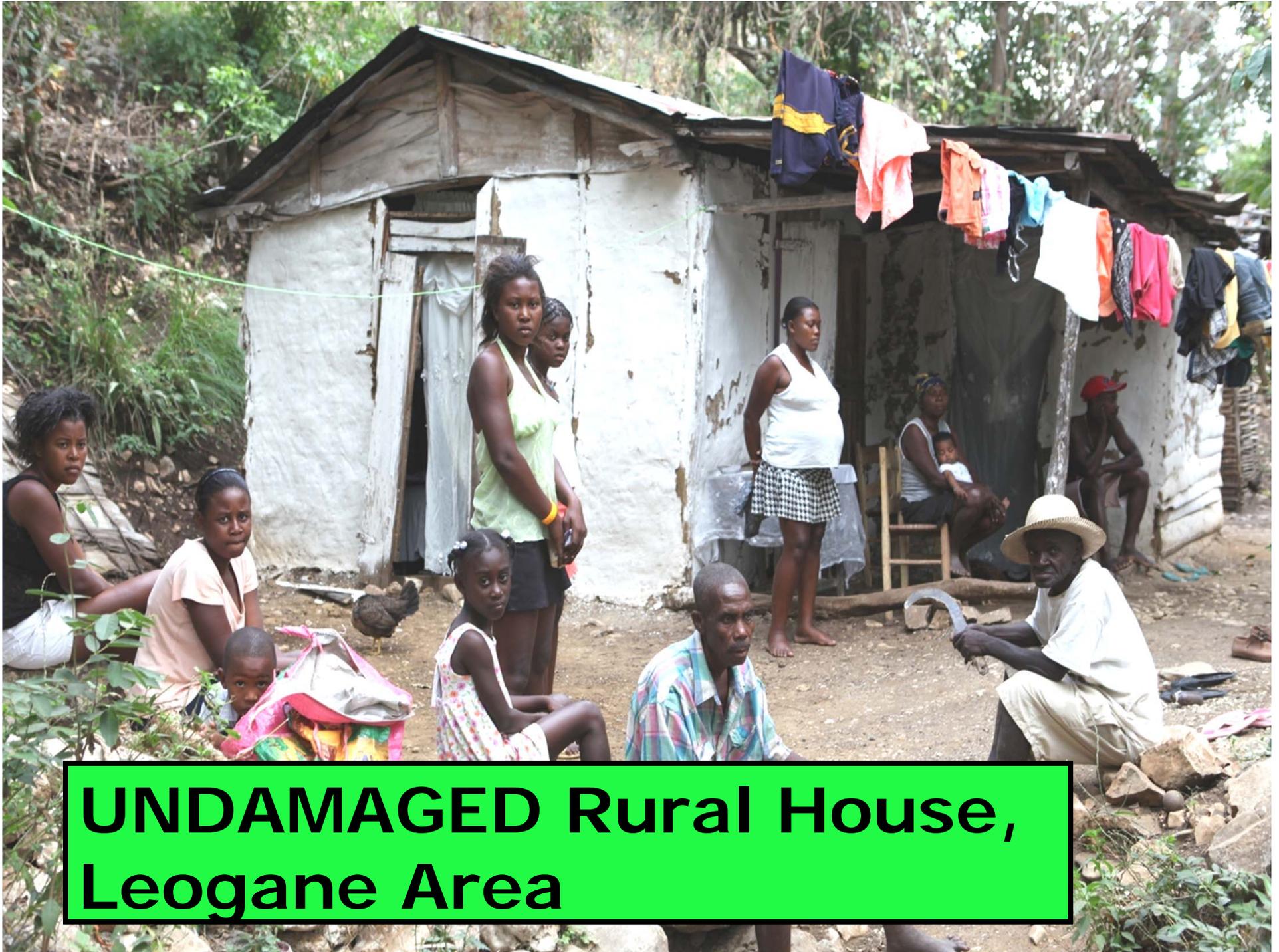
# **SESSION AGENDA**

# CONTEXT, CONTEXT, CONTEXT

- Poorest country in the hemisphere, about 149th of 182 countries listed in the UN's Human Development Index, just below PNG
- 80% unemployed or underemployed
- 60% below the poverty line, making less than \$2/day per capita
- In PAP, 70% of population doesn't officially exist (*rent, lease, squat, but don't own land*)
- In PAP slums, 11 sq. m. for 6 people
- Limited institutional capacities, and
- High vulnerability to flooding, landslides, hurricanes, and, yes, earthquakes.

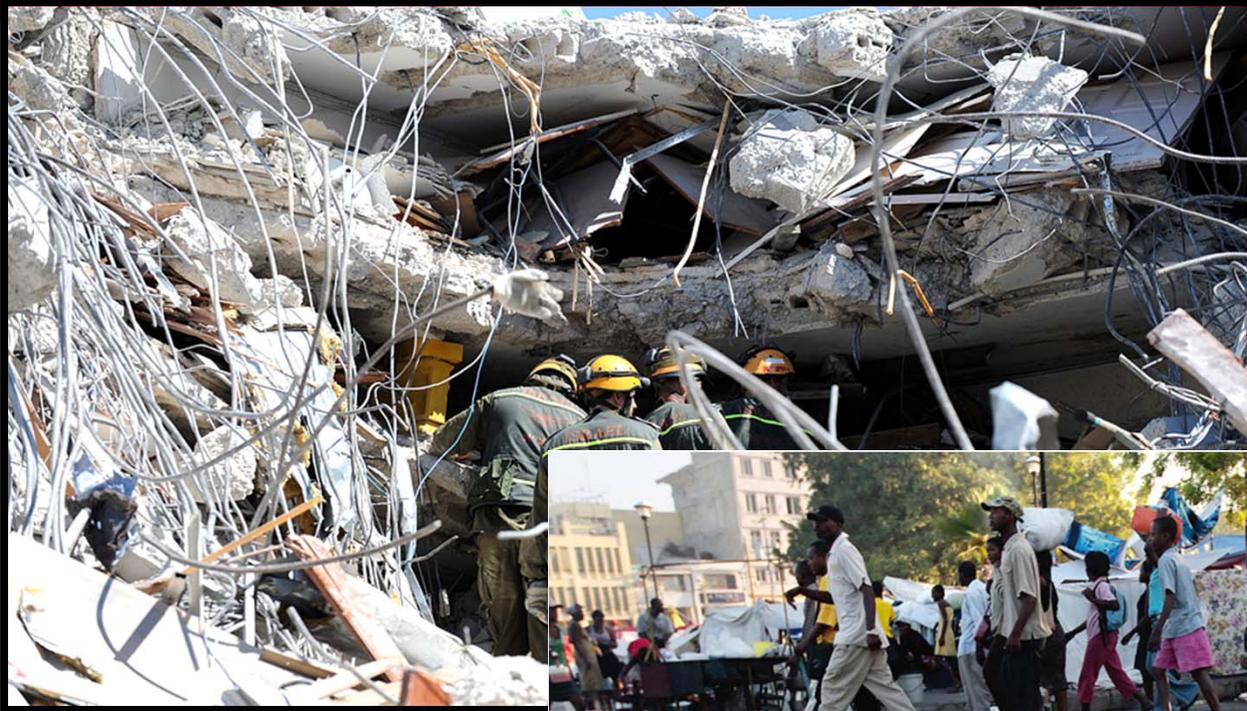
**"CCC":  
UNDAMAGED  
Rural House,  
Mirebalais  
Area**





**UNDAMAGED Rural House,  
Leogane Area**

# Rubble and Garbage Everywhere



# How Much Rubble?

From WP, 3-7-10

Washington Monument  
555 ft.

727 ft.

620 ft.

1.4 miles

U.S. Capitol

If Port-au-Prince's estimated 78 million cubic yards of rubble were placed on the Mall, the pile would rise 727 feet.

Note: Upper-range estimate shown

IMAGE SOURCE: Google Earth

GENE THORP/THE WASHINGTON POST

**1,000 Truckloads a Day for  
1,000 Days – Minimum!**



# Recall Self-Recovery: BedSheet City, Leogane



# Recall Self-Recovery: BedSheet City, Carrefour



# Recall Sheeting Over Leaky Tents...



# BASIC EMERGENCY SHELTER PROVISION, AS OF 2 MAY '10

- **302,977 HHs in need of shelter** *(up from 260,298)*
- **Achieved 100% "coverage" of both initial (260,298 HH) and updated (302,977 HH) prior to 1 May Cluster objective** *(faster relative to other recent disaster responses)*
- **Approx. 110% identified as "covered"**
- **Updated need total generally consistent with both initial USAID/OFDA estimate and subsequent WB/PDNA housing damage estimates.**

# **RE-Learned Lessons Become "New" Guidance...**

- **Context, Context, Context!**
- **Camps VERY Expensive to B&O**
- **Camps Can Become Cities**
- **Tents Typically Not Large Enough**
- **Good Tents Expensive**
- **(Winterizing Still a Costly Challenge)**
- **"Pre-fabs" Often More Expensive**
- **Schools = Poor Emergency Shelter**
- **Local Options Familiar, Available, and Typically Inexpensive.**

# Shelter/NFI Cluster Options

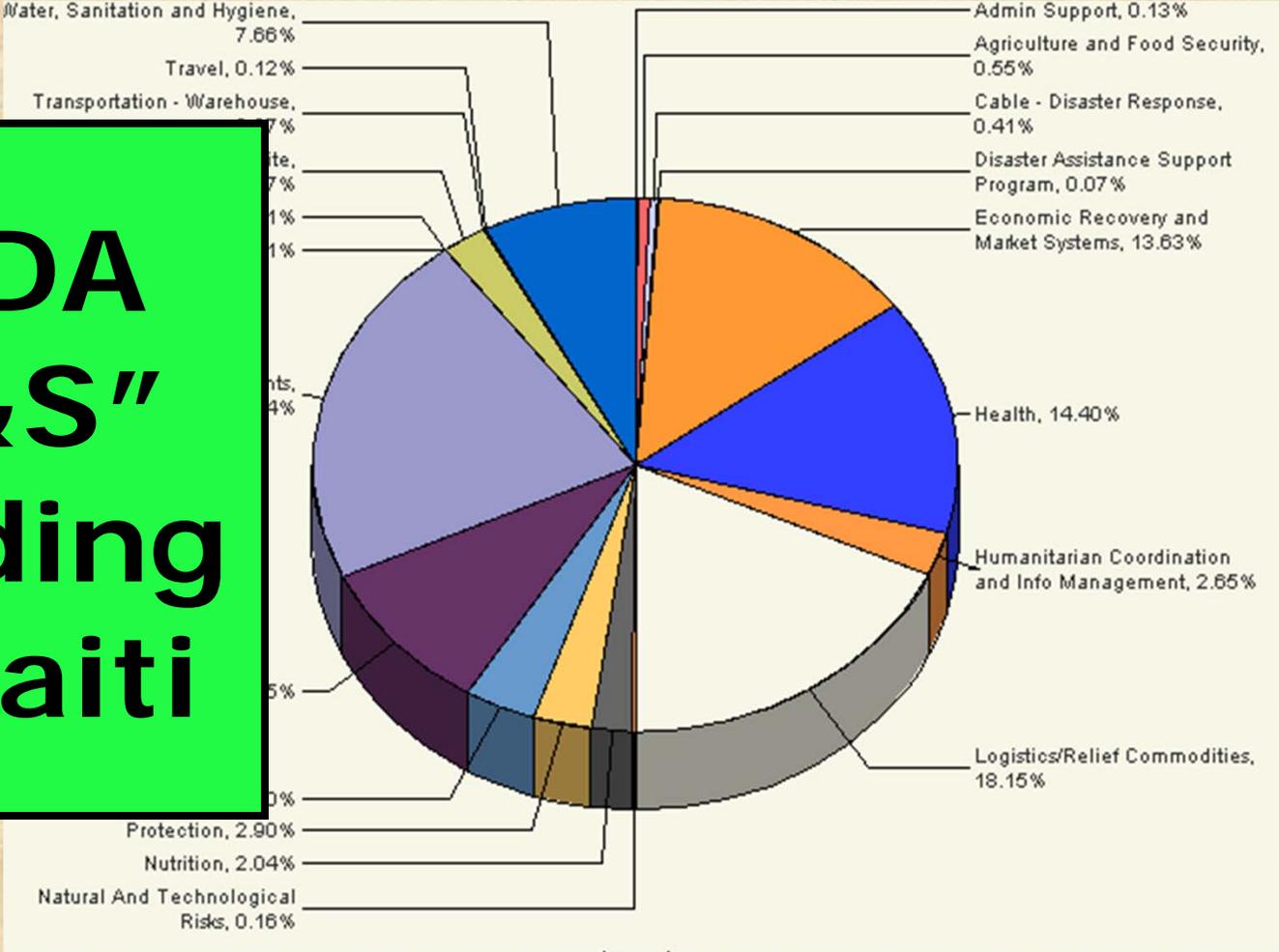
- Return to safe shelter
- Return to safe, cleared plot
- Stay with host family
- Stay in neighborhood with host community, and
- Relocate to planned sites

*These options adopted as “official” cluster policy o/a 10 Feb. 2010*

# ***EMERGENT LESSON: BASICS OF A SETTLEMENTS STRATEGY***

- Shelter-led
- Multi-sectoral, reflecting multi-faceted character of context *(i.e., settlements)*
- Opportunistic with regard to livelihood promotion and “DRR” *(e.g., rubble removal)*
- Cognizant of gender, environment, local organizations, and social relations
- Transitional, by linking relief and developmental concerns, and
- Accountable to local governing structures

# OFDA "S&S" Funding in Haiti



- To date, \$106.1 million
- 26 percent of \$404.3 million total



# Host Family Support, Mirebalais

*(New self-built shelter in family compound is on right)*

# CHF Transitional Shelter for Leogane and West



# ADRA "TS" Project, Carrefour



# Habitability Assessment and Yellow-Tag House Repairs

- **USAID/OFDA supported UN Habitat and PADF/Miyamoto to conduct/manage assessment of 403,176 structures**
- **USAID/OFDA supported PADF/M and WCDO to repair 3,908 houses as of 3-9-11, approx. 80-90% of humanitarian community (HC) output; will repair approx. 2,000 more houses, and**
- **94,002 yellow-tag houses, but current HC plans only call for repairs to fewer than 10,000 structures.**

# USAID/OFDA Shelter Outputs

- **Emergency Phase:**

- Plastic sheeting distributed to estimated 500,000-600,000 people

- **Transitional Phase:**

- **Hosting Support to 19,550 households**  
(HA community doesn't track totals, but OFDA share thought to be notable)

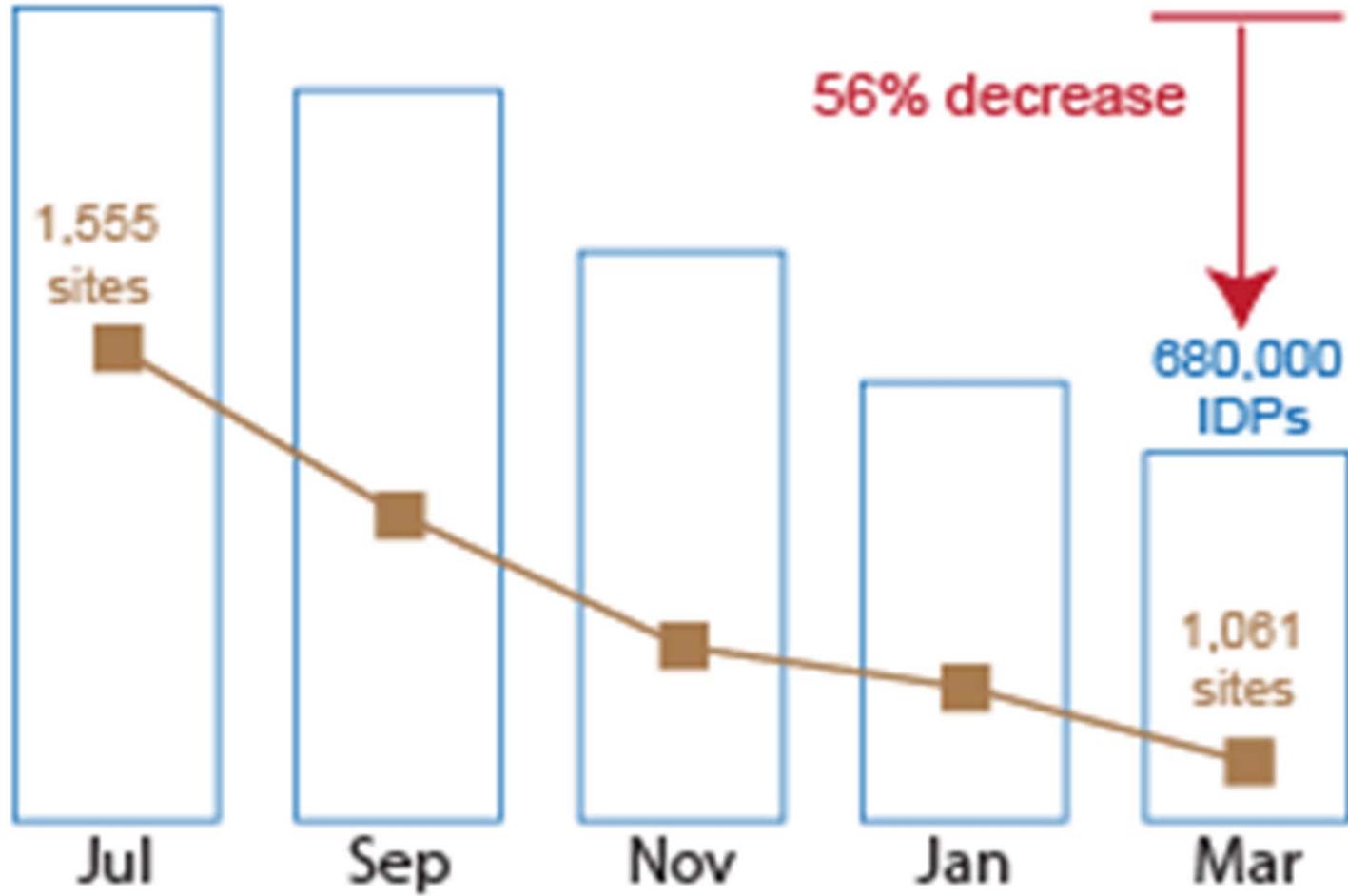
- **Repairs to 3,908 Houses** (est. 4,300 HHs. Figure as of 3-9-11; up 49% since 12-15-10. Also, approx. 80-90% of HA community output)

- **Transitional Shelter for 17,176 HHs** (as of 3-9-11; up 13% since 2-4-11. Also, 30% of HA community output)

- **Completed approx. 86% of 47,500 "shelter solutions"** (as of 3-9-11)

## IDP Movement (from July 2010 - March 2011)

1.5 million IDPs



Source: Cluster CCCM Dec 2010 - Mar 2011

# FINDINGS FROM LATEST IOM "DTM"

## **Of those surveyed leaving camps:**

- 42% moved to safe housing
- 29% moved to houses needing repairs, and
- 25% moved to a tent or shelter on a plot.

## **As of March 2011:**

- 26% of all IDP camps are "small" (1-19 HHs)
- 17% increase in small IDP camp population
- Large decrease in medium sized camp populations.

## **Main reason for leaving camps:**

- 34 % of respondents cited evictions
- 16 % reported approach of rainy/hurricane season
- 14 % mentioned poor conditions in camps, and
- 14 % cited poor security.

# Emergent Lesson: The Importance of Settlements

- Settlements provide context for shelter interventions
- Unit of Analysis changes with settlements approach; no longer a near-exclusive focus on households and shelter, but neighborhoods and larger communities (area-based), and
- Change in Unit of Analysis particularly useful in urban areas.

Total populated area of Goma: 35km<sup>2</sup>

Area of settlement: 25km<sup>2</sup>

Projection: UTM 35S

0 500 1,000 2,000 Meters



Lava data derived from GPS ground survey and thermal imagery.

Background: composite of ADRG 1:7,500 map and town plan of unknown scale

Published by OCHA Humanitarian Information Centre (HIC) Goma, DRC - 27 January 2002



***EMERGENT LESSON:  
SECTOR LINKAGES A KEY TO  
RESPONDING TO CONTEXT  
LINKAGES***

- Shelter-led yes, but multi-sectoral, reflecting multi-faceted character of context
- Overcoming “stove-pipe” approaches begins at home, among & between humanitarian actors, and
- Implications for Cluster Approach and humanitarian agencies are profound. (“Areas of Operation” vs. “Areas of Cooperation”)

**RE-LEARNED  
LESSON:  
THINK BIG, OR  
YOU'LL MISS THE  
"BIG PICTURE"**

Total populated area of Goma: 35km<sup>2</sup>  
Area affected by lava flows: 4.5km<sup>2</sup>  
Percentage of Goma affected by lava: 13%



# EMERGENT LESSON: THINK SMALL, OR YOU WON'T FIT (SPHERE) INTO CITIES

**Shelters for displaced people**  
Agencies aim for 3.5 sq m per person

Target living space per  
person: 3.5 sq m

Average space of a  
single bed: 1.71 sq m

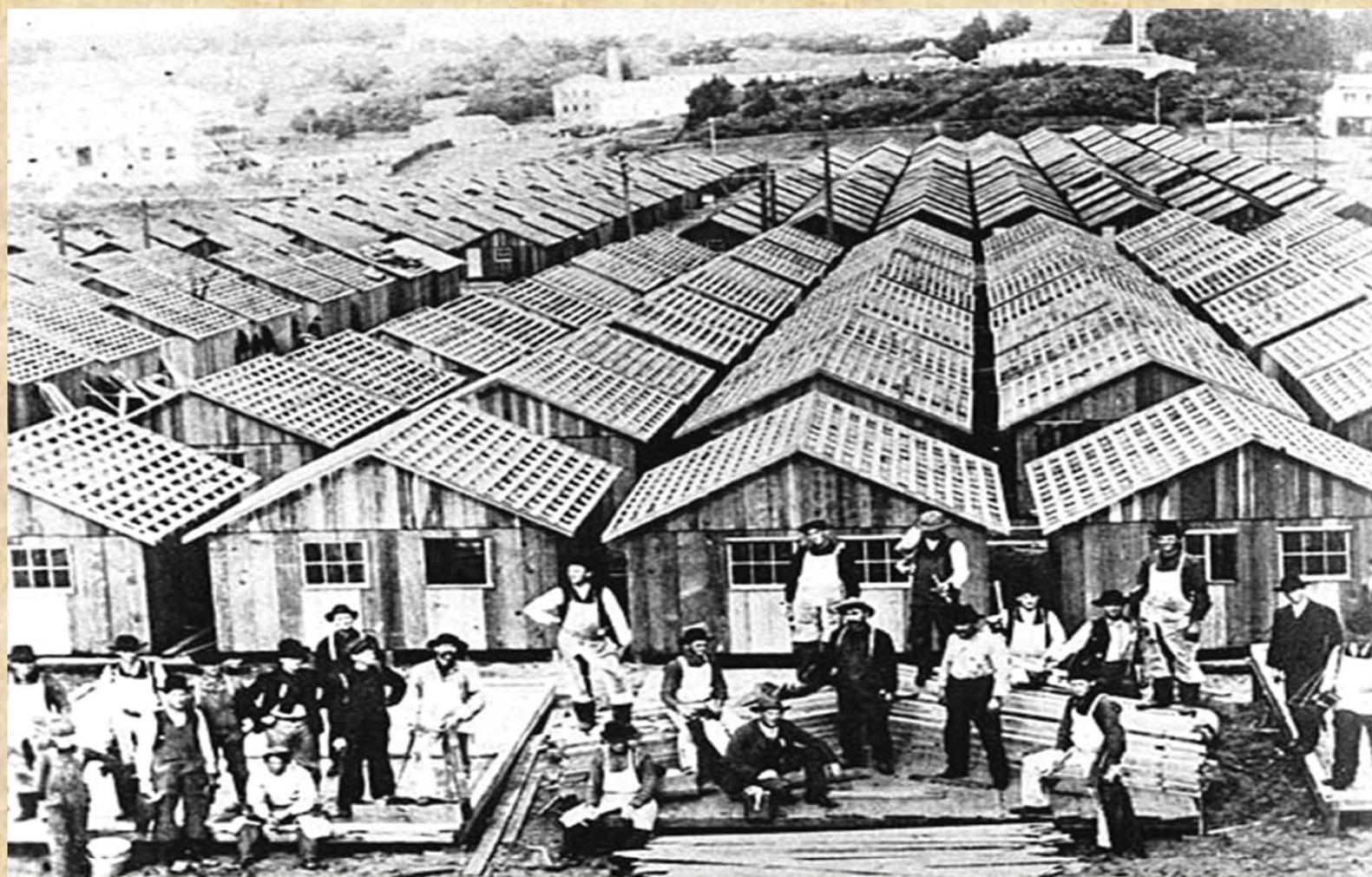
Most Haiti shelters are even smaller  
than these international standards

Total populated area of Goma: 35km<sup>2</sup>  
Area affected by lava flows: 4.5km<sup>2</sup>  
P...

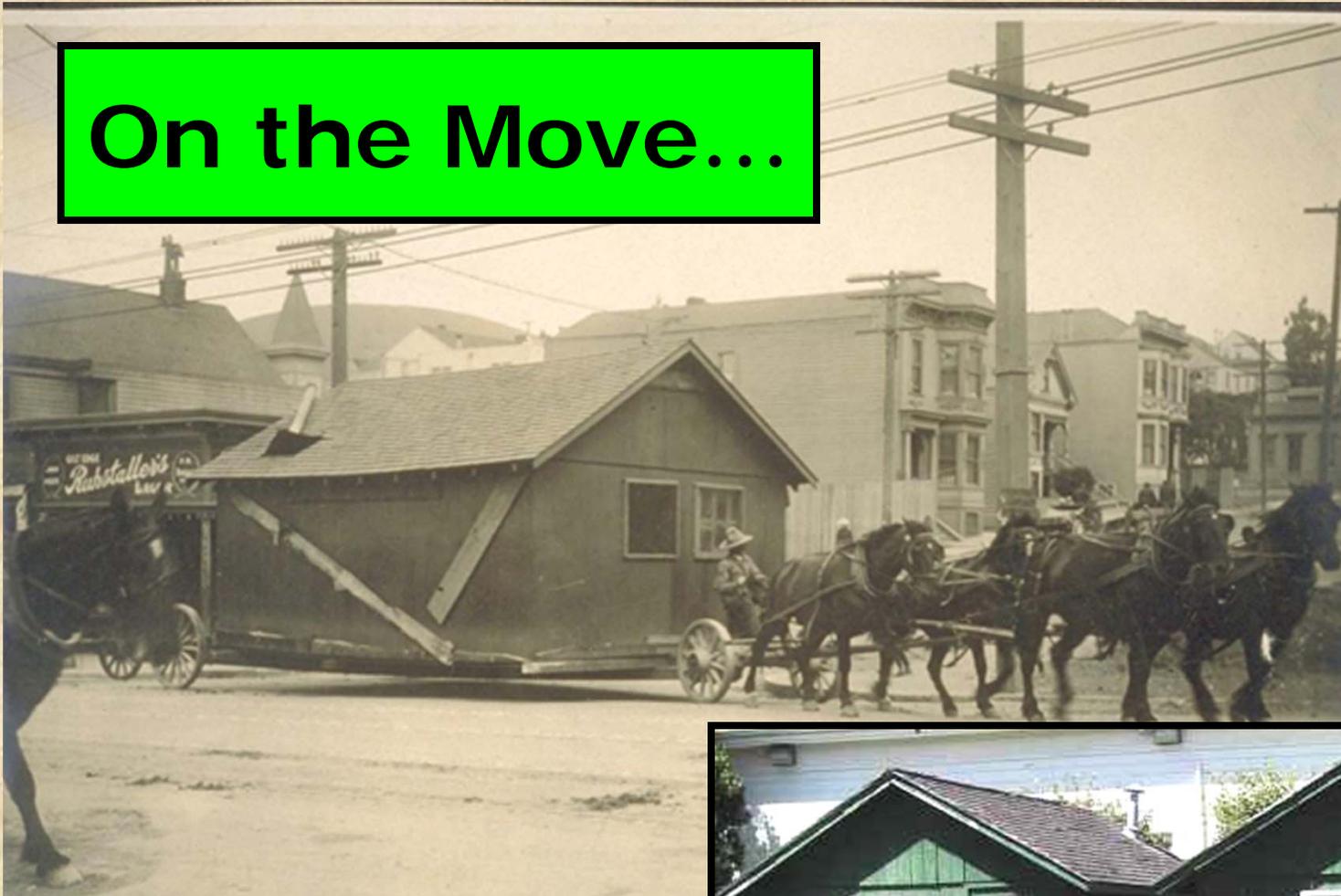
## **RE-Learned Lesson: The Utility of Transitional Shelter**

- More than a tent, less than a house
- Jump-starts and re-engages affected populations in the incremental, longer-term process of housing development
- Means of Promoting DRR and Livelihoods (platform for other sector interventions), and
- **Unlike other sectors, no easy handoff to development.** With programmatic vacuum, all the more reason to emphasize **CONTEXT** and **TRANSITION**.





**On the Move...**



**And Still  
Around...**





**Emergent Lesson: Host Family Support Far More Effective Than Anticipated**

## **RE-Learned Lesson: Hosting ("STEALTH" Shelter) Really Does Work**

- Primarily socially defined, based on family, friends, neighbors, etc.
- Commences before humanitarians arrive on the scene, i.e., self-selected
- Cost-effective, flexible means of sheltering
- Buys time for longer-term solutions to emerge, and
- Often transitions to permanent shelter.



**Emergent Lesson: "Full Reconstruction" T-Shelters Exceed Cluster Mandates and Capacities, can Undermine DRR**



**Emergent Lesson: "Full Reconstruction" in Response Phase May Appear to Close Gap, But Few "HA" Actors Know How to do it, so...  
MORE PROBLEMS**

# RE-Learned Lessons

- Shelter is the Easy Part; the Much Tougher Issue is LAND
- Shelter Delivery Made More Difficult with Rubble. Affected Communities Effectively Smaller in Area Because Rubble is on top of Land
- Affected Area “lost” an estimated 30% of land area, making sheltering all the more difficult, and
- Example: Ravine Pintade 18 AC/7.3 HA, covered with 120k cubic m of rubble to height of 5'5" / 1.64 m)

# Emergent Lesson: Rubble and Garbage Are Hard to "Cluster"



# EMERGENT LESSONS

- Few want to deal with rubble, and it's expensive to address, so it can take years to remove/dispose
- *Yet rubble is also the most effective land use management tool most countries will ever have:* where you don't clear, you don't build, and
- Surgical, neighborhood-based focus preferred over "clear cut" efforts; will require creative "S&S" work.

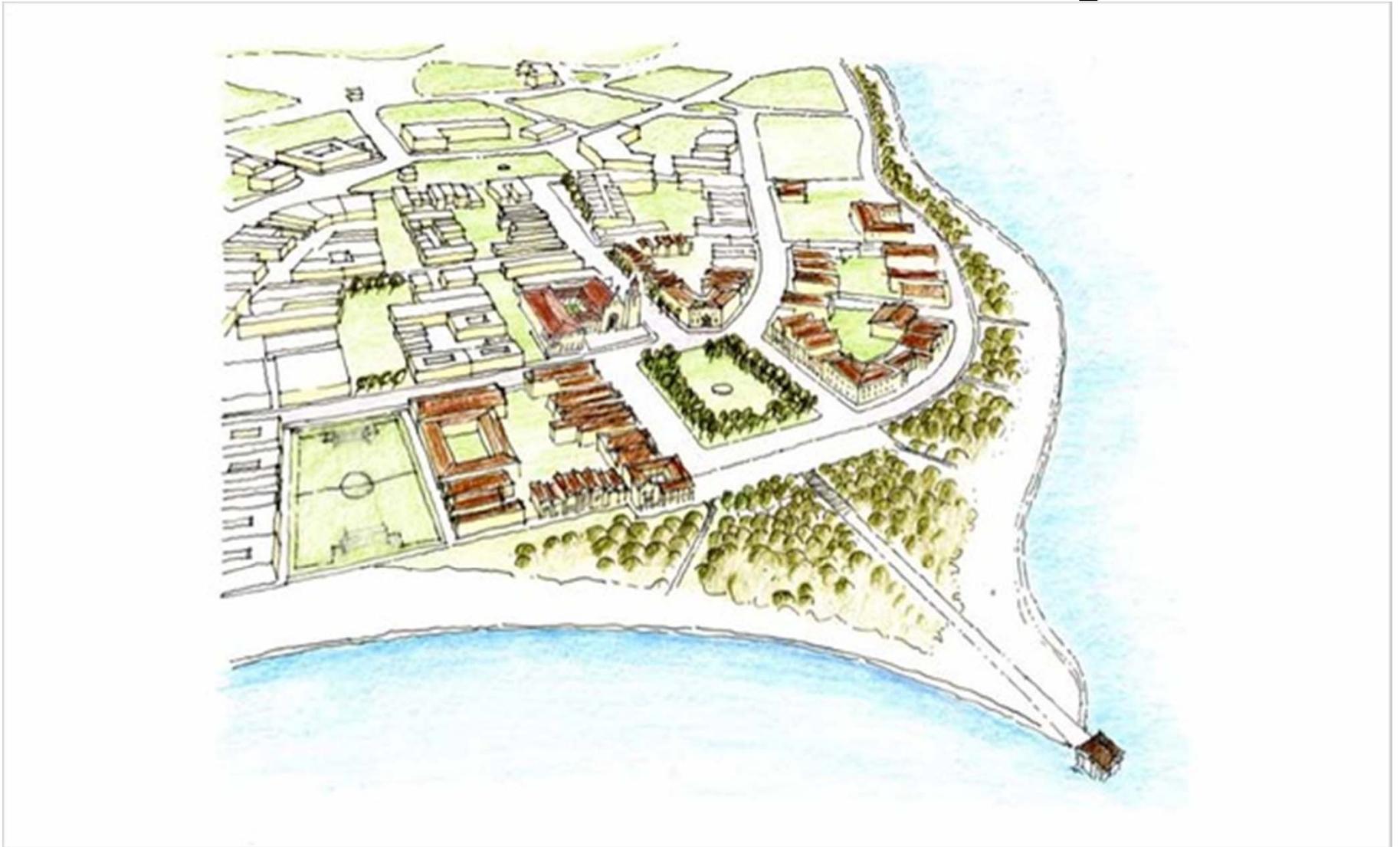
**RE-Learned Lesson:  
Land Policies and Institutions  
Are Often Dysfunctional, at Best**

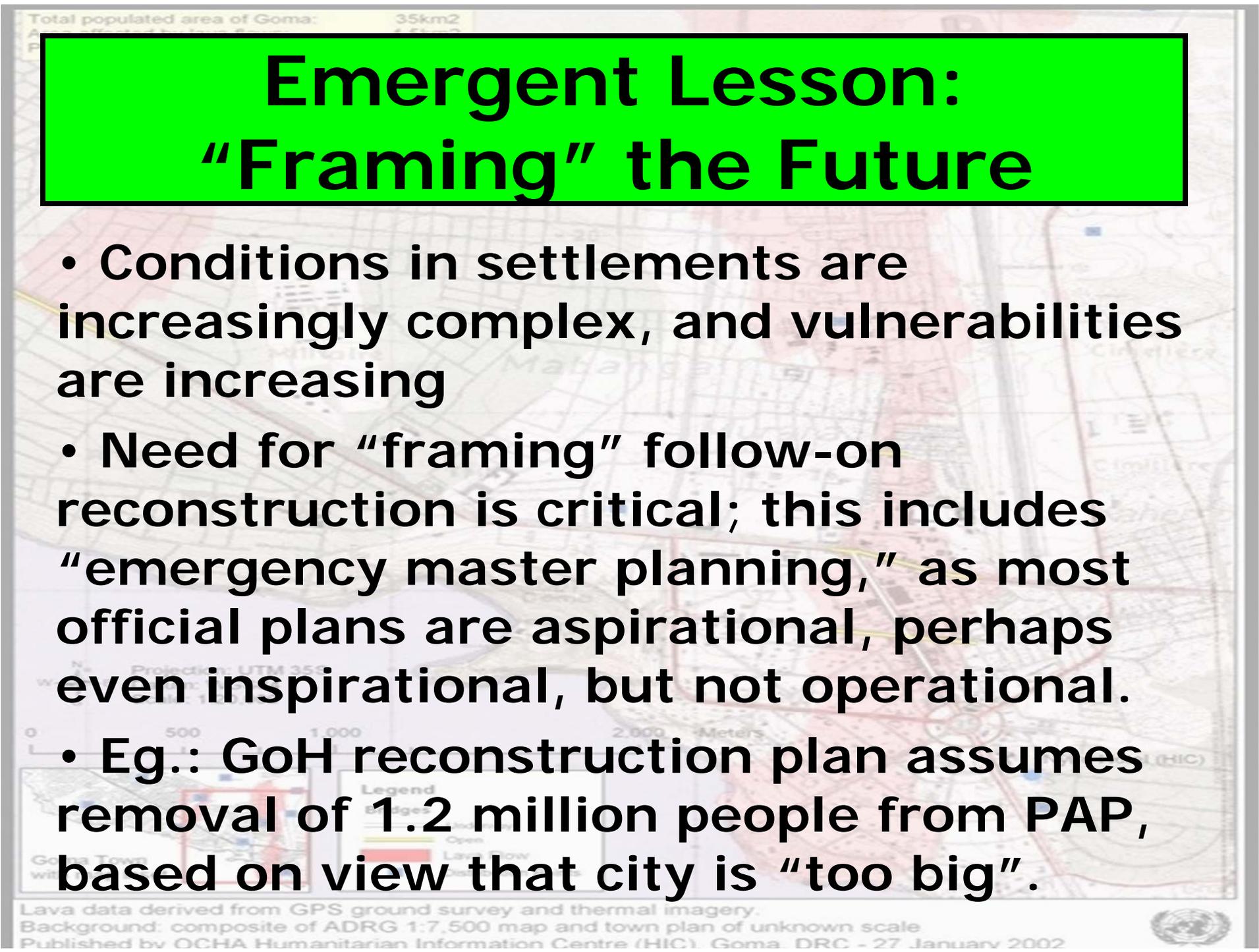
- In many countries, land management (e.g., planning, measuring, recording, documenting, regulating, taxing) is ineffective, and
- Policy makers know steps "A and Z", but not steps B, C, D, etc. Problems are so complex that they overwhelm existing capacities.

# GETTING FROM THIS...



To This *NOT* the Responsibility of  
the Humanitarian Community, but...





Total populated area of Goma: 35km2

# Emergent Lesson: "Framing" the Future

- Conditions in settlements are increasingly complex, and vulnerabilities are increasing
- Need for "framing" follow-on reconstruction is critical; this includes "emergency master planning," as most official plans are aspirational, perhaps even inspirational, but not operational.
- Eg.: GoH reconstruction plan assumes removal of 1.2 million people from PAP, based on view that city is "too big".

Lava data derived from GPS ground survey and thermal imagery.

Background: composite of ADRG 1:7,500 map and town plan of unknown scale

Published by OCHA Humanitarian Information Centre (HIC), Goma, DRC - 27 January 2002



# Emergent Lesson: New Alliances and Timelines

- “Framing” will require new alliances within the humanitarian community, and between the humanitarian and development communities, recognizing that concerns are shared, and not in competition
- S&S sector actors will thus have to increasingly interact with reconstruction and development officials, specifically those in planning, housing, services, and social agencies, to promote humanitarian objectives, and
- This is best done prior to the onset of disasters and crises so that all actors can identify and understand issues and make needed changes in existing protocols.

Total populated area of Goma: 35km<sup>2</sup>

Goma  
with map inset

Lava...  
Background: composite of ADRG 1:7,500 map and town plan of unknown scale  
Published by OCHA Humanitarian Information Centre (HIC), Goma, DRC - 27 January 2002



Total populated area of Goma: 35km<sup>2</sup>  
Area affected by lava flows: 4.5km<sup>2</sup>  
Percentage: 12.86%

# Signs Are Hopeful...

- On reconstruction/development side, rapid changes are causing planning time frames to shorten for policies to be responsive and relevant
- At the same time, the longer, "over the horizon" view of more and more humanitarian actors may result in greater overlaps of time frames and perspectives that could enhance work of both communities.



# Emergent Lessons...

For both the "HA" and "DA" communities, need to begin/extend discussion on:

1. Jointly identifying "Harm's Way" in at-risk, disaster- and crisis-prone settlements
2. Creating mechanisms and incentives to reduce or prevent occupancy of "Harm's Way"
3. Reducing risk for those unable to move out of "Harm's Way"
4. Responding to those affected by disasters and crises in "Harm's Way" in a creative, appropriate, and cost-effective manner that reduces risk over time, and
5. Incorporating this focus into development plans.



## RE-Learned Lesson: Training to Support "S&S" Approach

- Increased training and outreach for multiple audiences, including the private sector
- Increased training and outreach for multiple tasks (e.g., shelter, DRR, settlements planning), and
- Training in multiple outlets, leading to Certification of Shelter and Settlements Advisors.



**FINALLY, ANYONE SEEN...**

# slumdog millionaire

- Conditions depicted are experienced by nearly 1 of every 6 human beings
- By 2030, nearly 1 of every 4!!!



# Some "Take-Aways" ...

- Context, Context, Context! Adopting "big picture" Market Approach is critical to understanding context
- "S&S" can "frame" response, recovery, AND other sectors; it's "foundational"!
- Significant assistance provided to date, but there is much unfinished business
- Shelter is the "easy part"; the tough issues are on the settlements side of the sector, and
- Urban disasters pose a MAJOR challenge to humanitarian community AND development community actors.

0.5 million IDPs

30% increase

883,000 IDPs

1.5 million IDPs

# Thank You for Your Time and Attention



**Questions? Comments?**