

Organizations and Contacts

1.1 Organizations

Ministere de l'Economie et des Finances

Haiti Government

World Bank

Multilateral World Bank

United States of America

Bilateral

1.2 Contacts

To Add

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Project details

2.1 Title

Port au Prince Neighborhood Housing Reconstruction Project

2.2 Description

The January 12, 2010 earthquake destroyed an estimated 115,000 houses in and around Port-au-Prince and left some 14,500 others with severe damage and 167,000 with moderate damages forcing some 1.3 million people to seek shelter in temporary camps. Moving people out of those

camps and creating the conditions for their safe return to the original neighborhoods has been identified by the Government, the international community representatives in Haiti, and the affected communities as one of the most pressing needs and is also key for securing future political and social stability. The objective of the proposed project is to help residents of some of the most severely affected areas in the metropolitan area return to their communities in safe conditions and start repairing and/or rebuilding their permanent homes and livelihoods in improved neighborhoods. This proposal is consistent with the Haiti Action Plan for National Recovery and Development which sets housing as a major priority under social rebuilding: this priority includes repairs as well as reconstruction of permanent homes to encourage internally displaced persons (IDPs) to return home. This proposal is also consistent with the Neighborhood Return and Housing Reconstruction Framework prepared by the Government of Haiti and the Interim Haiti Recovery Commission in October 2010.

Since the 12 January Earthquake, the international community including the United States Government (USG) has been providing IDPs with essential goods and services (water, food, sanitation, emergency shelter, health and related services). The Government of Haiti is now transitioning into recovery and reconstruction programs. Through the HRF, the USG will invest in urban upgrading and housing reconstruction programs in heavily damaged communities in Port au Prince, where it will support the rebuilding of homes, lives, and communities. The funds provided for this project will be provided by the USG through HRF to promote greater multilateral collaboration.

The proposed program would follow the approach developed for the Housing and Community Infrastructure Reconstruction Component of the Urban Community Driven Development Project (PRODEPUR) supported by the World Bank, who will be the Partner Entity and supervise its implementation. The program will follow the same institutional, procurement and disbursement arrangements as the PRODEPUR.

Through HRF, the USG would invest in urban upgrading programs in heavily damaged communities in Port-au Prince and support the rebuilding of homes and infrastructure in these communities. To enable the return of people to their communities, funds will support urban planning at the level of each community selected, risk mapping and, to address occupancy issues, community enumeration. This investment will include, among other activities, the repair of damaged homes and the provision of core housing where homes are damaged beyond repair. It will include technical assistance aimed at providing housing units that are safe, adequate and expandable over time. Funds will support essential community infrastructure such as access roads, water and sanitation, drainage, community facilities and spaces, and serve to set up and manage a grievance mechanism. Specific investments will be based on community needs and priorities. Investments will support capacity-building at the municipal level by providing technical assistance, training, staff and other needed resources.

The program will be coordinated by the existing Project Coordination Unit (PCU) in the BMPAD (Bureau de Monetisation aux Programmes d'Aide au Developpement) under the Ministry of Finance.

The primary target areas for the activities to be financed under the proposed program will be the neighborhoods where an already strong community organization has been in place and is functioning, as this is a key driver for success of the project. The target zones would be primarily the ones covered by PRODEPUR and/or where substantial USG investments have already been made. As such, it is anticipated that Carrefour Feuille will be a primary area of intervention, as will portions of Delmas 32 not already covered by other programs. Project resources may also be used to extend activities to other urban areas, such as Avenue Poupelard, Nazon and Martissant. Where possible, the team will select locations that both benefit from strong community organization and have received USG financing.

Specifically, the proposed program will finance the following activities:

- (a) Removal of building debris from public spaces and private plots;
- (b) Cash grants for (i) repair of houses assessed as structurally solid (yellow houses) and (ii) in-situ reconstruction of houses either destroyed or damaged beyond repair (red houses);
- (c) Upgrading of community service infrastructure;
- (d) Advisory services to assist communities and municipal and Central Government authorities to (i) manage the debris removal and housing repair and reconstruction process efficiently, (ii) comply with seismic and other natural hazard safety standards and (iii) undertake studies in support of the preparation of medium- and long-term urban development and housing strategies and associated policy and administrative measures;
- (e) Project management costs of the Program Coordination Unit (PCU) in the Project Implementation Agency - BMPAD ((Bureau de Monétisation des Programmes d'Aide au Développement) and for implementers.

Schedule

Start date : February 2011

End date : December 31, 2014

3. Pillars and geographic locations

3.1 Pillars

Social rebuilding	Housing	60%
Social rebuilding	Other (technical assistance)	23%
Social rebuilding	Water and sanitation	8%
Territorial Rebuilding	Transport	5%
Territorial rebuilding	Other community infrastructure	8%

3.2 Geographic locations

Department	Arrondissement	Commune	
Ouest	Port au prince	Port au Prince	100%

4.1 Project component and outputs

1. Debris removal. The Component will finance the removal of debris from selected project areas, through, *inter alia*, the recruitment of contractors and the implementation of cash-for-work programs. Given its critical role as a prerequisite for the start up of reconstruction activities, debris removal will be organized in two phases.

In Phase 1, debris will be removed from streets and public spaces by one or several contractors. In Phase 2 (which depending on locations may partially overlap with Phase 1) debris will be moved under cash-for-work arrangements from housing lots to designated collection points on streets and/or open spaces already cleared under Phase 1 for removal by the hauling contractor. (Depending on their nature, some debris may be out of reach for cash-for-work activities for reasons of worker safety and require the intervention of specialized and adequately equipped contractors. All collected debris will be hauled to the *Truitier* landfill site which is operated by MTPTC. A Debris Management Pilot Program at the site landfill allows the recycling of debris and therefore will ensure that the disposal of all debris meets the World Bank's environmental safeguard requirements.

2. Housing cash grant. The Component will finance the provision of cash grants to qualified beneficiaries in selected project areas. Upon completion of a Community-Based Mapping exercise to determine the eligibility of potential beneficiaries, the Component will finance the provision of cash grants for (i) repair of houses assessed as structurally solid or (ii) on-site reconstruction of houses either destroyed or damaged beyond repair in the *Carrefour Feuille* neighborhood or other selected PRODEPUR areas. Based on architectural studies carried out by UN-Habitat, cash grants for repair work will amount to US\$ 1,350. Cash grants for reconstruction will amount to US\$ 3,500 and cover the costs of the construction of a core housing unit of about 18 sqm on the basis of detailed designs prepared by UN-Habitat. However,

qualified beneficiaries may complement the grant funds with either their own resources (through cash contributions from family or loans from banks or other sources) or team up with other beneficiaries to pool resources and build larger houses (including multifamily dwellings) after verification of project conformity with building codes by the Community Reconstruction Center (CRC) Supervision Team.

In the absence of official documents proving ownership or rental status, selection of beneficiaries will be carried out through community-based mapping. Grants will be disbursed in successive tranches upon verification by CRC of conformity of construction with approved designs (approval of design by CRC: 25%; completion of foundations: 25%; completion of walls: 25%, completion of roof: 25%).

3. Community infrastructure, including, *inter alia*, roads, walkways, drainage ditches and channels, solid waste management, water supply systems, sanitation and social facilities and related equipment, as well as the creation of Community Reconstruction Centers. The Component will finance the repair, improvement and extension of basic community infrastructure such as roads and walkways, drainage channels, solid waste management, water supply systems and sanitation and social facilities. Already prior to the earthquake many areas were not accessible to motorized vehicles and even pedestrian access was difficult and hazardous, especially during rainy weather. Drainage ditches and channels – whose proper functioning is essential in an environment with high rainfalls – are frequently blocked by solid waste and silt. Supply of potable water is often limited and only intermittently available, due to frequent power outages and/or lack of fuel for back-up generators in pumping stations. Another limiting factor is the high rate of leakage in the electricity networks of the whole city.

Many elements of the program will be identified progressively, as the removal of debris takes place. A detailed work program for the Component will then be prepared including the following activities as determined by technical appraisal:

Roads and pedestrian access: The program is considering the financing of a series of access and branch roads to increase penetration into currently inaccessible neighborhoods and/or upgrade various unpaved track roads with paving to all-weather transit capacity. Financing may also be provided for the building of hard-surface walkways (and stairs) to ensure safe all-weather access conditions in peripheral areas.

Drainage ditches and channels: Financing will support the repair of ditches and channels that may have been damaged by the earthquake as well as construction of complementary small channels and ditches in neighborhoods with extensive housing reconstruction activities. It may also fund the one-time cleaning of some channels filled up with building debris and solid waste (with the understanding that all subsequent regular cleaning has to be ensured by the Municipality).

Solid Waste: Financing could support the provision of solid waste collection equipment and storage facilities along the improved access road network. Possible options (including the use of

neighborhood level enterprises and the payment of fees by service recipients or by the municipality) need to be further explored as to their actual feasibility and discussed with the Municipality and the Metropolitan Solid Waste Collection Service of the Port au Prince area (SMCRS).

Water Supply: Financing may support the rehabilitation and/or expansion of water distribution points (*kiosques*) as well as the repair and/or replacement of deteriorated sections of the water supply pipe network.

Sanitation: Given the high housing density of many of these neighborhoods, it is difficult to find space for a separate sanitation facility for each household. Construction of community toilets or sanitary blocks (shared between several families) may be an option to improve the overall environment quality, reduce the risks of gastrointestinal disease transmission, and have a significant public health impact. However, as a preliminary step, it must be ascertained that the community toilet concept is feasible in the Haitian context and does not run counter to societal taboos and customs, which will prevent proper operation and maintenance in accordance with acceptable sanitary standards. As with solid waste collection, there are multiple models of the sustainable management and maintenance of communal toilets by neighborhood committees or enterprises that can be considered.

Social facilities: The program will also consider building or rehabilitating schools and health centers.

Community Reconstruction Centers (CRCs): in addition to repair of infrastructure works, the program will set up community reconstruction centers in each of the project neighborhoods where the program funded activities will take place. Costs to be covered will include the construction of office spaces under this subcomponent as well as its staffing, training and operation under the Advisory Services subcomponent.

4. Advisory services. The Component will finance international and local technical assistance and consulting services required for, *inter alia*,

(i) the design and implementation of community-based mapping exercises of the project areas. The purpose of this exercise is to collect information on the demographics and tenure status of residents and on the physical boundaries/characteristics of affected land parcels and buildings prior to the start of repair and/or reconstruction activities;

(ii) the establishment and implementation of conflict-resolution mechanisms related to project activities;

(iii) the development of neighborhood-level urban plans and risk maps;

[Note: Uncontrolled development of housing has not only led to the production of a chaotic urban fabric, but also the occupation of many areas intrinsically unsuitable for permanent housing because of physical site constraints and associated risks (landslides, flash-floods, etc.).

The collapse of a great many buildings during the earthquake provides a unique opportunity to combine the housing reconstruction effort with an attempt to improve the internal urban structure of the neighborhood by freeing up right-of-ways for streets, open spaces (needed as rallying and refuge points in the case of future disasters), and educational, health care, and other public administration facilities. Moreover, many houses built in areas at risk must be prevented from being rebuilt. The approach is currently being tested in Delmas 32. Unlike many traditional urban development plans, the proposed Urban Restructuring Plan and Natural Risk Map will attempt to use the identification of natural risks resulting from the physical (i.e. topographical, hydrological, geological, etc.) features of the site as the basis for the preparation of urban redevelopment options:

(iv) the supervision of construction activities;

(v) the provision of training with respect to, *inter alia*, new building codes and techniques;

(vi) the establishment and operation of community reconstruction centers (CRCs): The proposed program will finance operation of a CRC in each of the project neighborhoods where funded activities will take place;

(vii) Implementers Contracts: Most of the funded activities will be undertaken with the help of implementers which will manage the implementation on behalf of BMPAD and ensure effective coordination with COPRODEPs, COBs, and area municipalities; and

(viii) the provision of technical assistance for the preparation of medium- and long- term urban development and housing strategies, and associated policy and administrative measures.

5. Project management. Incremental operating costs for the BMPAD. The proposed program will finance the incremental cost of project administration, supervision, monitoring and evaluation expenses that will be incurred by BMPAD in the management of the program implementation. Items to be financed will include the hiring of additional staff, consulting services, office equipment, and other project-related miscellaneous expenditures.

4.2 Key outputs and associated budgets

- Number of CRC built
- Number of houses repaired
- Number of houses rebuilt
- Number of public taps/water points rehabilitated
- Number of sanitation facilities built
- Length of drains constructed/rehabilitated
- Length of roads rehabilitated/constructed
- Number of school class rehabilitated/constructed
- Number of health center rehabilitated/constructed
- Length of water main constructed/rehabilitated

- Number of people who return to their original site

4.3 Success indicators

In disadvantaged urban areas where specific categories of sub-projects were selected and implemented by the community in collaboration with municipal authorities, specific indicators of success include:

1. Increased access to rehabilitated street and drainage infrastructure (cleared and rehabilitated drainage canals, ditches, rehabilitated street and/or footpaths, etc...)
2. Increased access to sanitation (garbage collection, solid waste disposal, sanitation facilities)
3. Increased access to water (water kiosk, standpipes, community cisterns, etc...)
4. Increased access to social facilities (school, health centers)
5. Number of displaced people who have returned to their original neighborhoods upon completion of housing repair and reconstruction works

4.4 Data source to verify success indicators.

The proposed program will use the various monitoring and evaluation tools established for the existing PRODEPUR project to assess the impact of the project on direct beneficiaries (including measure of the outcome indicators) and provide feedback to improve future project operations. These tools include (a) a baseline survey, to be carried out within the first six months of project effectiveness, which would seek to assess the impact of the proposed project on direct beneficiaries in terms of their access to basic infrastructure and access to housing. In addition to the more traditional survey that will be used to gather data, additional survey tools will be used to measure beneficiary satisfaction and the capacity of beneficiary groups; (b) semiannual technical audits, submitted within 120 days of the end of the six-month period being assessed; (c) a midterm review, which will include a qualitative beneficiary assessment, and an evaluation of the effectiveness of the various accountability mechanisms used throughout the project (financial and social); and (d) a final project evaluation, which will repeat the baseline survey, as well as the qualitative beneficiary assessment carried out during the midterm review.

Analysis of program implementation will depend on a database from the project Management Information System (MIS), to be operated and maintained by the PCU/Bureau de Monétisation. The MIS would accompany all aspects of project implementation and specifically include: (a) subproject information, such as pertinent physical and financial information for all housing and infrastructure investments; (b) financial management data, from which Statements of Expenditure (SOEs) and financial reports would be generated and submitted to the Bank; and (c) project management information, from which all project reports would be generated. Trimestrial summary MIS reports would be made available to monitor program outcome indicators, review disbursements, and supervise implementation progress. The PCU/Bureau de Monétisation will be

responsible for maintaining and regularly updating the MIS, including key Program information. Through periodic processing of database information, combined with field visits from the contracted service providers and inputs from program supervision reports, project-contracted studies and audits, the PCU/Bureau de Monétisation, in coordination with the implementers operating in the field, would monitor project characteristics and trends, identify implementation problems and accomplishments, and undertake or promote appropriate actions to improve program implementation.

5. Financial information

On-budget, off treasury

The project will seek HRF funding

Commitments and disbursement

Funding source: US Government through HRF

1st level implementer: World Bank

Commitment: \$65,000,000

6. Impact assessment

6.1 Contribution to Haiti' s social and economic development

Number of local workers that will be employed in this project

Number of local workers/percentage of local workers: 95%

Estimated number of women and children that will be impacted

Women: 72,800

Children: 63,000

Estimated number of beneficiaries:

50,000 individuals (10,000 households) benefitting from housing repair or new housing construction activities

210,000 individuals benefitting from community-wide upgrading activities

The key social issues for the activities to be financed by the proposed program relate to: (a) the accurate identification of families that live(d) in each house in a project intervention

neighborhood; (b) determining their property tenure status; (c) developing assistance options that adequately address the situation of all categories of beneficiaries, especially renters and sub-renters; (d) addressing the needs of other, vulnerable groups; and (e) addressing selective physical relocation that may be necessary as a result of house repair / reconstruction or small infrastructure development, for which a Resettlement Policy Framework has been prepared by BMPAD. To address the above issues adequately, the program will: (a) continue to rely on community-based processes to identify and address issues; (b) continue consultations with the community throughout program preparation and implementation based on dissemination of prior relevant information; (c) develop clear entitlement criteria and assistance options for all categories of affected families, especially renters and sub-renters; (d) promote special measures to address the needs of vulnerable groups; (e) develop an adequate resettlement framework; (f) carry out community-based mapping in order to ascertain property tenure status of beneficiaries; and (g) establish a robust conflict resolution mechanism to address disputes, grievances, and complaints beneficiaries may have during the design and implementation of the program. In addition, a rapid social analysis will be conducted in consultation with the key stakeholders to identify any additional, critical social issues, and to solicit suggestions on how to best address them.

How will the program use Haitian sourced goods and services? How will the project create additional capacity for the Haitian economy?

The project will not directly procure materials but will rather provide cash grants for beneficiaries to purchase them ensuring that they are procured from existing and reputable firms and that they meet quality standards; the same is applicable to minor services. Given that there is no specific guidance on the source of these materials and services, beneficiaries are very likely to procure them nationally.

As far as creating additional capacity for the Haitian economy and using Haitian services, project teams made of experts in structural engineering, construction management, urban planning and all aspects of community work will provide the needed consultation and training to beneficiaries. These experts will mostly be Haitians and will receive training to train the beneficiaries.

6.2 Sustainability

This project will be implemented by the Bureau de Monetisation under the Ministry of Finance which is already managing the Urban Community Driven Development Project. The structure will be reinforced to hire additional staff required to adequately supervise the project, including engineers and urban planners. As such, the Bureau de Monetisation will be strengthened to implement similar projects.

In addition, knowledge and capacity will be transferred to the community, which will gain experience in consulting on its urban development and will manage funds to rebuild and repair housing and basic infrastructure. Training sessions will be administered for the beneficiaries on various areas of expertise relevant to the project and local trainers will gain expertise that could be leveraged in the future. Municipal capacity will be strengthened as well as capacity of the private construction sector.

The sustainability of the activities to be financed by the proposed program must be assessed within the overall context of Haiti's current challenges. Many of these emergency and disaster recovery activities (such as debris removal) are inherently "one-time" undertakings. Repair and reconstruction of houses will be closely supervised to ensure compliance with seismic and other natural disaster-resistance building codes. The intensive involvement of CBOs and COPRODEPs in terms of participatory approaches to community infrastructure investments is expected to reduce the risks of maintenance neglect and thereby increase the prospect for the project's successful implementation.

6.3 Environmental assessment.

The proposed program's potential adverse impacts are site-specific; none are irreversible; and measures can be designed to identify, minimize, mitigate and manage all impacts. An Environmental and Social Management Framework (ESMF) was prepared for the original CDD Project that includes screening criteria to identify any potential adverse impacts on the environment, and provides practical guidance on the type and scope of any impact assessment and management plan that is required for the particular adverse impacts associated with the potential sub-project, as well as practical guidance on avoiding or mitigating them. Detailed guidance on identifying the appropriate safeguards instruments (e.g. Environmental Impact Assessment, Environmental Management Plan) necessary to manage impacts has been included in the ESMF.

7.1 Line Ministry and Government of Haiti Involvement

The proposed program is the result of a collaboration between the U.S. Government, the World Bank, IHRC and the Bureau de Monetisation under the Ministry of Finance as a scaling up of the on-going urban CDD project and as a concrete implementation of the Neighborhood Return and Housing Reconstruction Framework.

Name of contacts within the Ministries

- Ronald Baudin, Ministre de l'Economie et des Finances
- Michael Lecorps, Directeur General, Bureau de Monetisation

A new Interministerial Committee for Housing (CIH) has just been established under the leadership of the Ministry of Social Affairs.

8. Local Community Support

The proposed Housing and Neighborhood Reconstruction program will be supported by the social structures set in place under CDD project including the neighborhood level community council (COPRODEP) for Carrefour Feuille and other neighborhoods. The COPRODEP are being used not only as an interlocutor between the proposed program and the community but as coordinators and implementers of the program; the proposed program has been discussed with these COPRODEP who have expressed their support. They are involved from the stage of preparation, facilitating the community mapping of the residents, consulting on the urban plan, and communicating the strategy of implementation of the project, to the stage of implementation, through the flow of funds and interface with beneficiaries, as well as the stage of evaluation. These community councils are made of representatives from all classes of the local community, CASEC and the municipality. As beneficiaries of the project will be households from the community, a strong communication program will also be set in place to make sure the eligibility criteria and modalities of implementation are clear to all.

9. Monitoring Process

9.1 Anti-corruption mechanisms

BMPAD will have both financial management and procurement responsibility. BMPAD has been satisfactorily managing procurement and financial management for the World Bank's Urban CDD, the World Bank's Rural Community Driven Development Project as well as the community-based components of other World Bank grants.

BMPAD will transfer funds to contracted service providers, which, in turn, will transfer those funds to beneficiary groups (CBOs) by tranches conditioned on satisfactory implementation. The CBOs will then directly manage the funds for implementation. This transfer to CBOs will be accompanied by strong supervision team to ensure transparency and accountability, and will promote mechanisms of social control.

BMPAD has a well-established organizational structure, financial and administrative procedures, and a computerized financial management system. It will prepare quarterly unaudited Interim Financial Reports and will ensure that the Program's annual audit is undertaken and submitted to the World Bank. CBOs that lack financial management capacity will be required to undergo financial management training prior to receiving the initial disbursement of subproject funds.

All procurement for the proposed project will be carried out in accordance with the World Bank Procurement and Consultant Guidelines. For each contract to be financed by the HRF grant, the various procurement and consultant selection methods, the need for prequalification, estimated costs, prior review requirements, and time frame will be agreed between the Recipient and the World Bank.

9.2 See section 4.4 above

10. Obstacles

1. Different approaches and benefit packages are implemented in same neighborhoods without clear rules, articulation and coordination by various actors.

Need to implement a single coherent government housing reconstruction strategy that would guide investments in the sector, with clear rules, accountability and responsibility.

IHRC should ensure that the Neighborhood Return and Housing Reconstruction Framework is widely endorsed, approved by Government, and disseminated with the support of the Interministerial Committee for Housing (CIH).

2. Delays in community mapping; Delays in startup lead to social unrest and reoccupation to previous standards.

Dispute resolution mechanisms must be put in place early on rules clearly explained to the beneficiaries. Communication campaigns, construction training, and social control through community structure are to be used to prevent unsafe reoccupation and social unrest; neighborhood specific group of facilitators are also to play an important role.