

Lessons from Haiti: Innovations in Sheltering Earthquake-Affected Populations



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An aerial photograph of a city, likely Los Angeles, with a large, white, tent-like structure in the foreground. The structure is made of many white sheets or blankets, creating a complex, maze-like pattern. The city below is densely packed with buildings and streets, with a mix of colors including yellow, white, and grey. The sky is a clear, light blue.

**Shelter, the Humanitarian
Counterpart to Housing,
Doesn't Exist in a Vacuum, but
in...**

SETTLEMENTS

(the Places Where People Live, from Transit Centers to Mega-Cities)

The Location, Condition, and Management of Settlements...



Will largely determine whether they become the sites of future disasters -- and possible humanitarian community responses

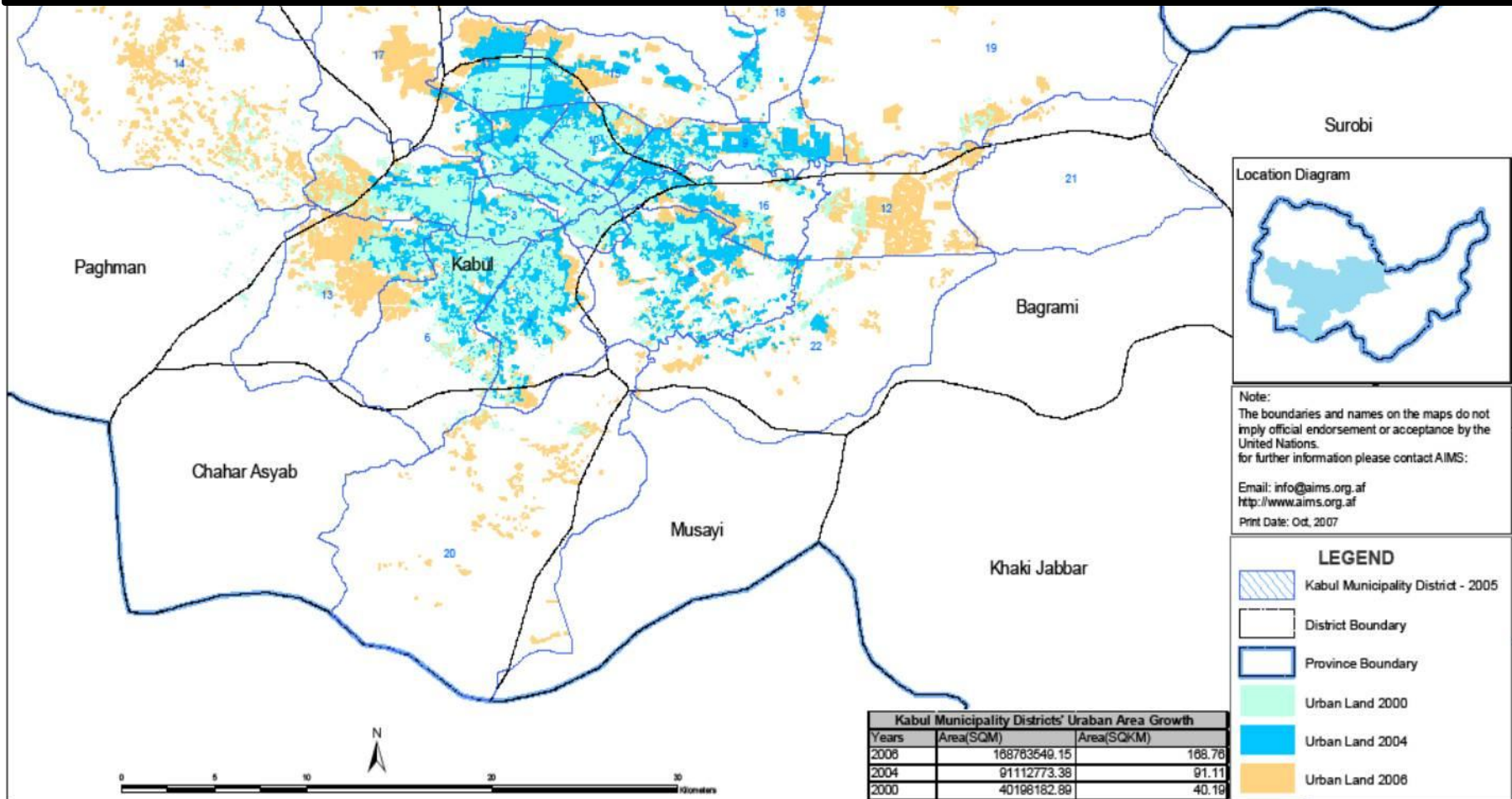
BY NOW YOU'VE SEEN

slumdog millionaire

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



S > 4W + R





Basic Q: Who "Owns" the Debris??



How Much Debris?

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



**WHERE
to Dispose of
Minimum
1,000
Truckloads a
Day for 1,000
Days??**

A Critical Initial Challenge: Exchanging Bed Sheets for Plastic Sheets



USAID/OFDA "S&S" Outputs

(\$106.1 million, 26 percent of \$404.3 million total)

- **Emergency Phase:**

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

- **Transitional Phase (as of 11-15-11):**

- Hosting Support to 26,523 Households
(Approximately 70% evolving into permanent housing solutions)

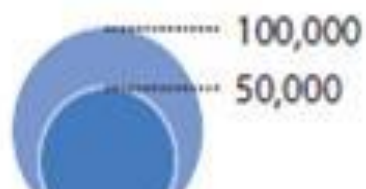
- House Repairs Benefitting 7,601 HHs *(living in 5,501 damaged structures)*

- Transitional Shelter for 28,524 HHs

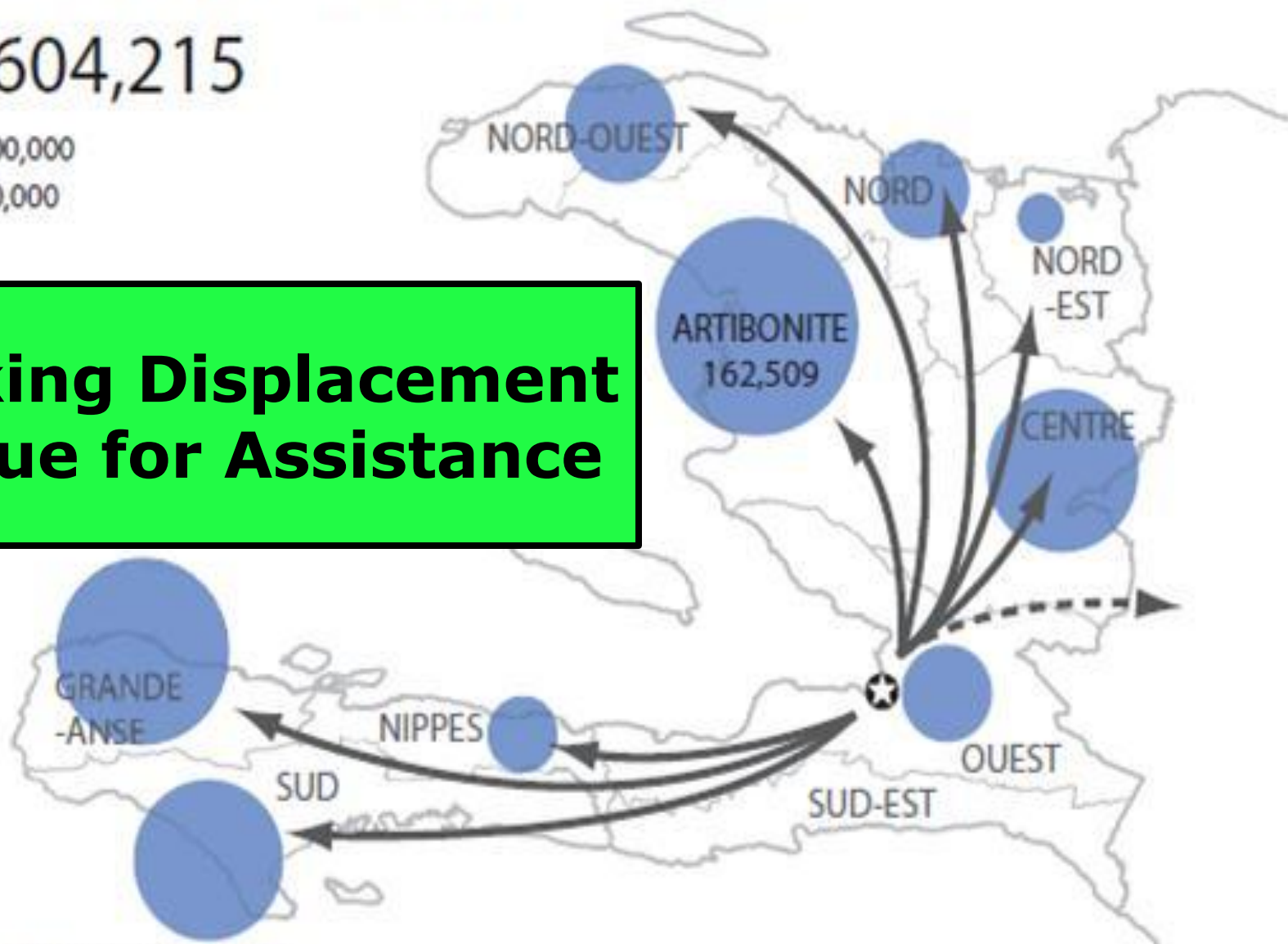
- Total of 62,648 Beneficiary HHs 32% Greater than 47,500 "Shelter Solutions" Objective *(approx. \$1,695 per HH)*

Displacement of people to non-affected/safer areas

Total: 604,215



**Tracking Displacement
as Clue for Assistance**



Source: SNGRD. Bilan des dégâts #15. 28 Feb 2010.

Map Sources: CNIGS, UNCS.

The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations.

www.reliefweb.int/haiti <http://ochaonline.un.org> <http://haiti.oneresponse.info> Send comments to: ocha.haiti.im@gmail.com



Hosting Support

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, often not seen, thus "Stealth Shelter"**
- **Cost-effective, flexible means of sheltering, and**
- **Often transitions to permanent shelter. In Haiti, 70% of OFDA hosting support apparently evolving into permanent housing solutions.**

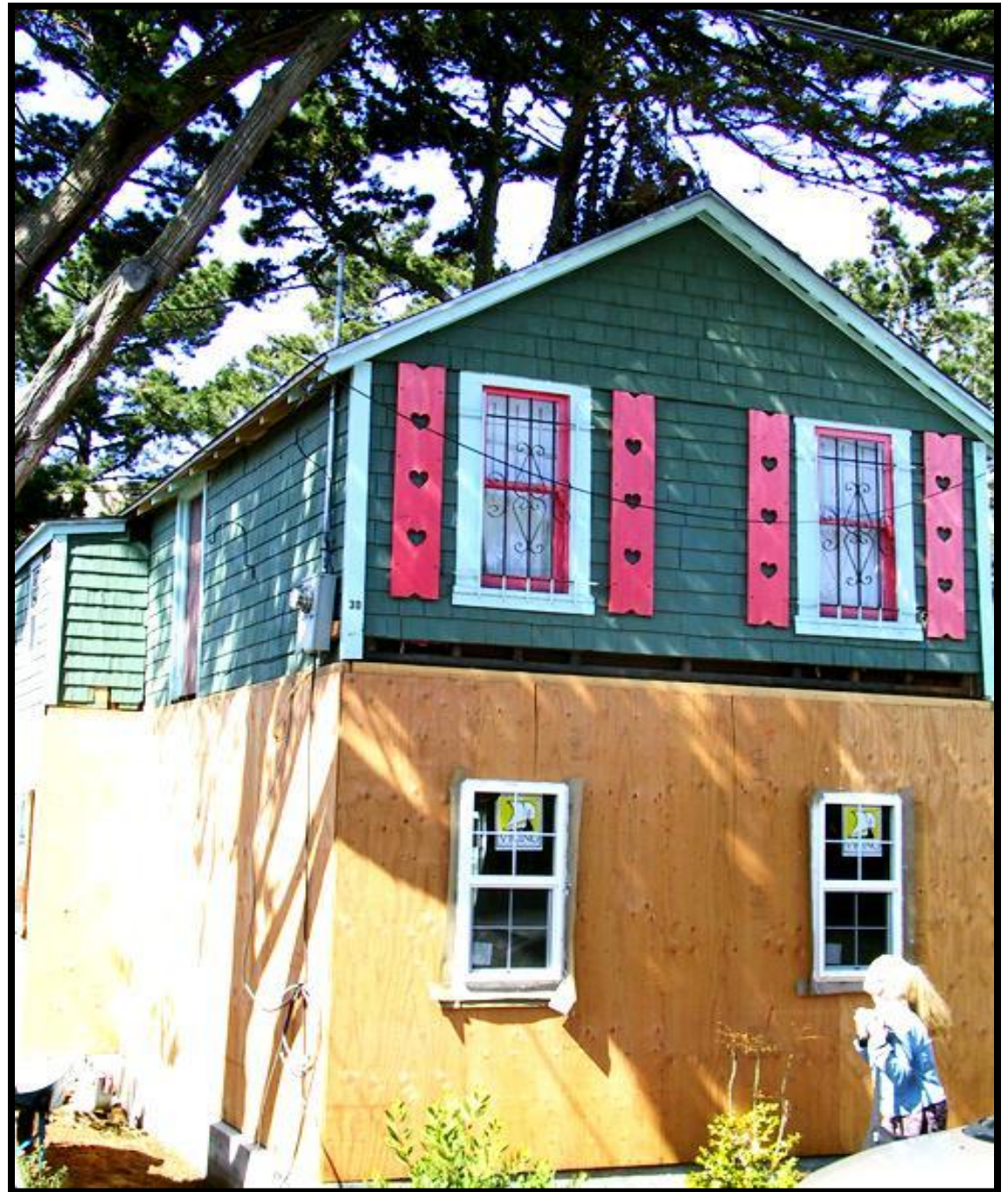
Assessing Damage to Inform Repair Programs





**“TS” Not New; Rooted, in part, in
“Earthquake Refugee Shacks,”
San Francisco, 1906**

**“EQ Shack”
(actually
two, and
raised),
being
upgraded
(again),
2003**



The Utility of Shelter Assistance to Response and Recovery

- **Even Modest Forms of Shelter (TS More So) jump-start and re-engage affected populations in the incremental, longer-term housing development process**
- **Means of Promoting Livelihoods and DRR, and**
- **Unlike other sectors, no easy handoff to development. With programmatic vacuum, all the more reason to emphasize TRANSITION and CONTEXT.**

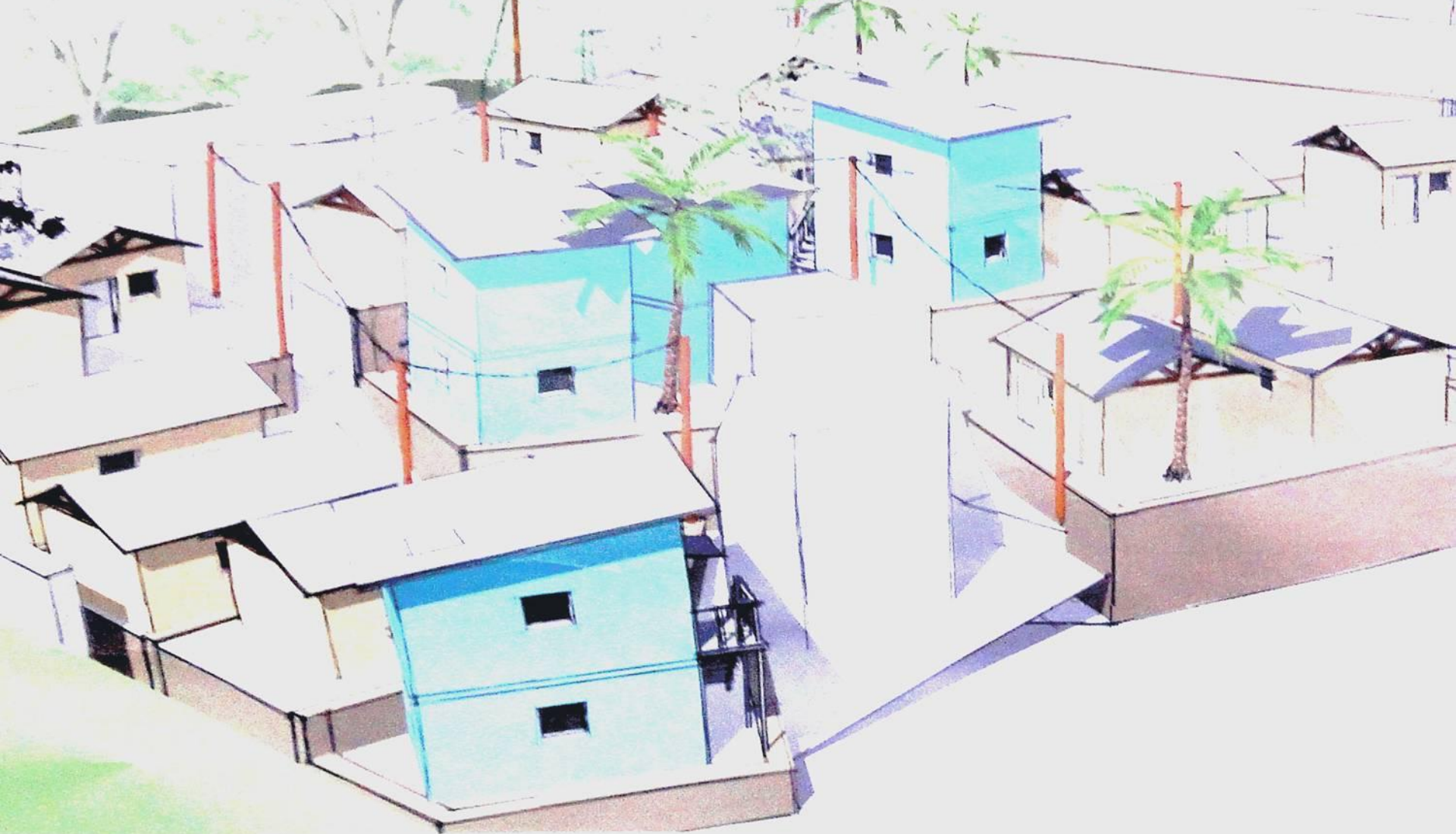


Settlements-based Activities

- **Macro-level**: Support of GoH, UN, and NGO Agencies to Engage in “Emergency Urban Planning”
- **Micro-level**: Support of Neighborhood-based projects



Neighborhood Approach in Concept



...To This:
Multiple Shelter Solutions in Context





**First-ever Two-Story "TS" Produced
by "HA" Community, Reflecting
Context**

BEYOND THE TWO-STORY T-S AND HOOPLA OF THE "NA" EFFORT IN HAITI...

- **20 percent of 18-acre site reconfigured through settlements planning process**
- **Permitted new accessways, evacuation routes, improved drainage, etc., i.e., safer shelters and a safer settlement**
- **This ALSO increased the area to be used for shelter, and ALSO changed market for land, making pre-event vacant land more valuable. We're facilitating the upgrading of lots to permanent housing!**



Also Beyond the Hoopla: *Upgrading Side-by-Side, with "Complete" and "In Progress" Stages, Based on Re-engaging Pre-Event Processes*

**"TS"
Upgrading
to
Permanence**



GETTING FROM THIS...



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



Re-conceiving the Road to Recovery Requires Re-conception of Core Processes

- **“Standard” Approach: ES + TS + PH**
- **Some Now Promoting: ES + PH**
- **Our Alternative: ES + (TS → PH) + PH**



RRR: Recognizing The Centrality of Settlements

- **Spatial framework provided by focus on Settlements provides the “catch-all” context for shelter interventions**
- **This Area-Based approach changes the focus from households and shelter to neighborhoods and larger communities, and**
- **This change in Unit of Analysis particularly useful in urban areas.**



RRR: FOCUSING ON SETTLEMENTS SIDE OF SECTOR

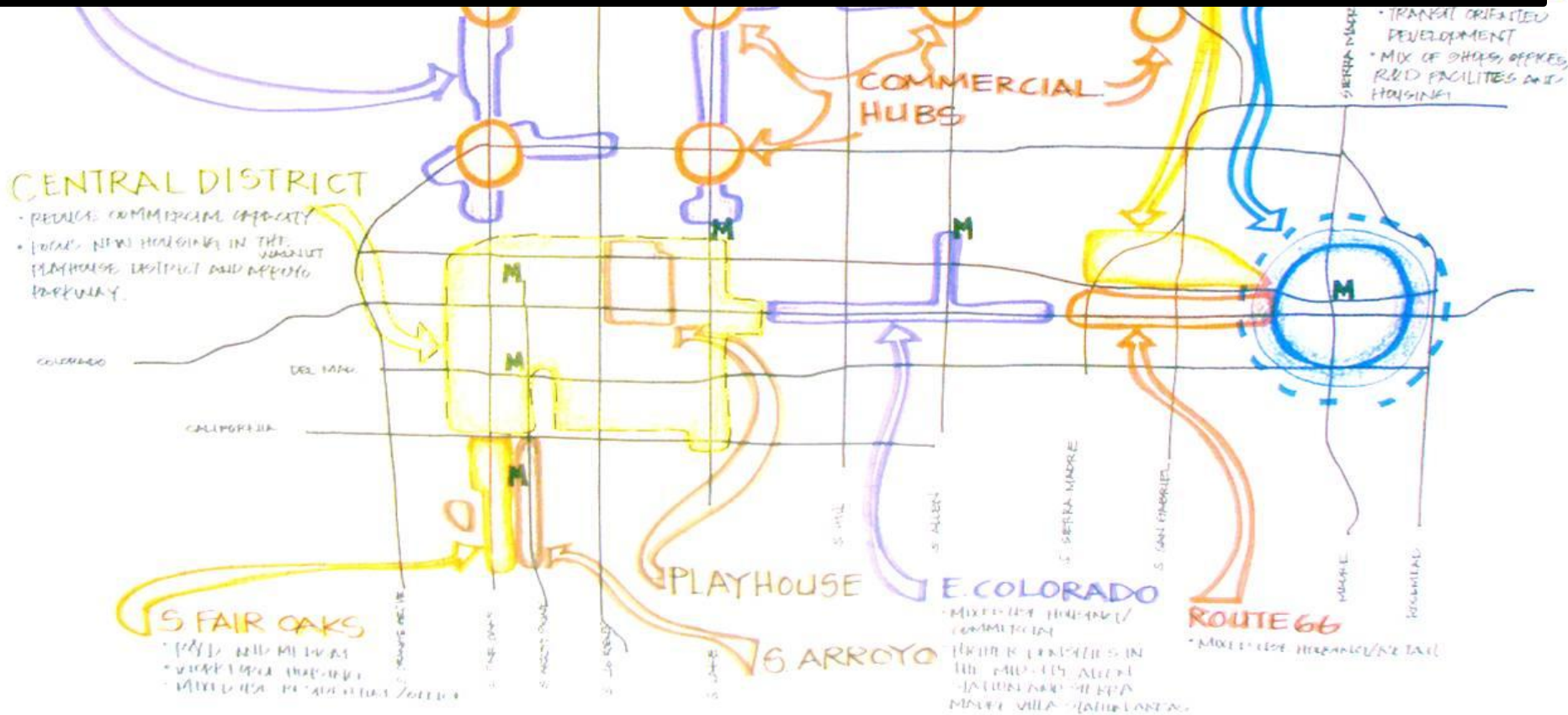
- **Shelter is the Easy Part; the Much Tougher Issue is LAND**
- **However, if Land Issue was Impossible, Nothing Would Happen, so Something's Afoot. We Need to do Better Job of Figuring it Out Sooner**
- **In PAP, Affected Area "lost" an estimated 30% of land area due to Rubble, making sheltering all the more difficult, and**
- **Surgical, neighborhood-based focus preferred over "clear cut" efforts; requires creative "S&S" work (e.g., settlements planning and land readjustment)**

RRR: HA Actors Can Help "Frame" the Future

- 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
- **Haiti**: GoH plan for PAP assumed removal of 1.2 million people from city, based on view that it was "too big".



RRR: URGENT NEED TO PLAN THE CONFIGURATION AND RECONFIGURATION OF RISK-PRONE SETTLEMENTS



Challenges Remain: Exchanging Plastic Sheets for Longer-term Shelter



... and the Transformation of “Pledged Funds” to “Completed Projects”

Status of \$5.3 B Pledged at March 2010 International Donors Conference for Recovery:

- **Pledges for '10-'12, as of Sept. 2012:**

Disbursed - 53.2%, \$2.837 B
(up from 45.3% in April 2012)

Committed - 38.7%, \$2.063 B

Pending - 8.1% \$432.69 M

Note: This analysis does not include funds pledged for humanitarian relief activities. It is also exclusive of pledges made by privately funded organizations at the New York donors' conference.

Source: <http://www.haitilibre.com/en/news-5492-haiti-reconstruction-between-pledges-and-disbursements.html>

Some Final “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”!**
- **“RRR” features focus on TS → PH**
- **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.**

**THANK YOU FOR YOUR TIME
AND ATTENTION.**

QUESTIONS?

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