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Rental Support Cash Grant Programs:

Operational Manual

The World Bank

Cover Photo: *Two Boys Moving out of Camp in Port-au-Prince (2011)*. (Courtesy of International Organization for Migration)

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Acknowledgments

Rental Support Cash Grant Programs: An Operational Manual is a guide for carrying out relocation programs based on rental cash grants that was developed by a team of urban, disaster risk management and social specialists at the World Bank in response to a request for assistance from the Government of Haiti. The objective of the Manual is threefold: (1) provide a Standard Operating Procedure for all agencies of the Government of Haiti as well as non-governmental actors implementing relocation programs; (2) provide a blueprint for carrying out similar programs in countries that are grappling with comparable challenges; and (3) contribute to the policy dialogue on durable solutions to urban, post-crisis displacement amongst governments, development and humanitarian agencies, civil society organizations and international think-tanks. This Manual was made possible through the collaboration and support of numerous professionals and organizations from a broad array of sectors.

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List of Acronyms

CCCM	Camp Coordination/Camp Management
DRM	Disaster Risk Management
DTM	Displacement Tracking Matrix
E-Shelter	Emergency Shelter
GFDRR	Global Facility for Disaster Reduction and Recovery
GOH	Government of Haiti
IASC	Inter-Agency Steering Committee
IDP	Internally-Displaced Persons
IFRC	International Federation of the Red Cross
IOM	International Organization for Migration
J/P HRO	Jenkins/Penn Haiti Relief Organization
MPCE	Ministry of Planning and External Cooperation
MTPTC	Ministry of Public Works, Transport, and Communications
NFI	Non-Food Items
NGOs	Non-Governmental Organizations
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
OFDA	US Office of Foreign Disaster Assistance
RSCG	Rental Support Cash Grant
T-Shelter	Transitional Shelter
TWIG	Technical Working and Information Group
UCLBP	Housing and Public Building Construction Unit (Unité de Construction de Logements et de Bâtiments Publics)
UNDP	United Nations Development Program
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
WASH	Water, Sanitation and Hygiene

1. Purpose and Scope of the Manual

1.1 Purpose

The purpose of this Operational Manual is to describe Rental Support Cash Grant (RSCG) programs and to explain how these programs can provide shelter assistance for displaced populations after emergencies. The Operational Manual provides guidance on the design and implementation of RSCG programs and also advises on the specific circumstances in which RSCG programs can be an appropriate tool.

The Manual is intended to inform the replication of this methodology in other contexts, but is not intended to be rigidly prescriptive. The Manual was developed from a single context – Haiti, after the 2010 earthquake – and this limitation is openly acknowledged. It is hoped that the methodology described here will further evolve and improve through implementation elsewhere and that improvements will be recorded in subsequent iterations of the Manual.

1.2 Scope

This manual provides guidelines for future RSCG programs, centralises lessons from research and evaluations and adds practical examples drawn from RSCG interventions. The manual is not intended to suggest that Rental Support Cash Grant programs can provide a one-size-fits-all solution for disaster-affected communities. Rather, RSCG programs should correctly be understood as only one tool among many for providing shelter after an emergency.

1.3 Intended Audience

This Operational Manual is written primarily for government officials and humanitarian practitioners who design and implement emergency responses – both those who are already familiar with RSCG interventions and those who are not. The Manual will also be useful for senior managers in the field and in headquarters who are involved in approving operational responses and ensuring that their staff members have the capacity and systems to implement these kinds of projects. Humanitarian donors, students studying humanitarian assistance and aid agency staff engaged in policy issues will also find this Manual useful.

1.4 How to Use this Manual

The Operational Manual attempts, broadly speaking, to separate guidance on strategic issues (Sections 3-6) and Operational Implementation issues (Section 7).

Since it is intended to help practitioners working in future displacement emergencies, the manual has been written in the form of a non-context-specific recommended methodology. However, acknowledging that recommended methodologies can often prove difficult to adapt and implement in full, every section of the document also includes a section on the specific challenges that may arise. For further guidance, each section also includes a description of how these challenges were overcome in the Haitian context.

For those with concerns about how RSCG programs worked in Haiti, the Frequently Asked Questions section of the *Haiti Case Study* in *Section 4* may prove a useful summary.

For those wrestling with the strategic question of whether RSCG programs are appropriate in another context, attention should be directed to *Section 6.1 Some Key Questions Before Considering RSCG Programs*.

1.5 The Role of the Haiti Case Study

RSCG programs enabled over 500,000 people to leave the unplanned, spontaneous displacement camps which were formed in Haiti after the January 2010 earthquake. The experience of designing and implementing RSCG programs in

Haiti is used as a case study throughout the Operational Manual to provide practical illustrations of every step in the design and operational delivery processes.

A discussion of the **strategic** decisions and the pre-requisite policy framework required for successfully implementing RSCG programs in Haiti can be found in *Section 5 Context of the Haiti Case Study* and in *Section 6 RSCG Program Design and Development*.

A discussion of the **operational** lessons learned in Haiti at every stage of the implementation process is highlighted in *Section 7 Operational Implementation*.

This single case study is in no way intended to provide a definitive account of best practice. On the contrary, had other detailed case studies been available, they would gladly have been included. It is hoped that the RSCG methodology will evolve through use in other contexts and that this operational manual can in future be updated and strengthened with further detailed case studies from around the world.

1.6 What is a Rental Support Cash Grant?

A Rental Support Cash Grant is a financial payment given to a family displaced by a humanitarian emergency. The financial payment is given to a family or individual on the condition that it is used to pay for a fixed-term lease in accommodation rented from a private-sector landlord. The cash grant guarantees that the beneficiary has access to safe, cost-free or highly subsidized shelter for the duration of the lease.

1.7 What Constitutes an RSCG program?

An RSCG program describes the mechanism, staff and systems required to administer the provision of cash grants to a group of beneficiaries and to provide monitoring and oversight of that process. Given the sensitive nature of providing direct financial support to displaced populations after an emergency, it is necessary to put in place a logistical and ethical framework around the cash grant.

2. Guiding Principles

All guidance and recommendations given in this Operational Manual should be implemented in accordance with the principles, standards and frameworks that have been agreed upon by the humanitarian community. (For detailed references, see Bibliography and Reference Section.)

RSCG Programs are Only One Part of a Holistic Approach to Providing Durable Housing

RSCG Programs should be understood as only one tool in a broader strategy of addressing post-emergency housing needs. RSCG programs are not an alternative to durable housing solutions. Rather, as outlined in the *2010 IASC Framework on Durable Solutions for IDPs*, RSCG programs can provide one building block in an overall shelter assistance strategy aiming to provide durable housing solutions for displaced populations.

Organisations assisting displaced populations should do so with reference to the standards and recommendations established in the following guidance:

- *UN Guiding Principles on Internal Displacement*;
- *Handbook for the Protection of Internally Displaced Persons* published by the IASC Protection Cluster;
- *The Pinheiro Principles* which outline the rights of refugees and displaced persons to return not only to their countries when they see fit to do so, but to their original homes and lands as well;
- *Housing and Property Restitution for Refugees and Displaced Persons: Implementing the Pinheiro Principles*;
- Additionally, all use of cash as part of RSCG programs should be undertaken in keeping with the recommendations of the *Good Practice Review: Cash Transfer Programming in Emergencies*.

Ten Guiding Principles for Shelter After Disaster

This Operational Manual is intended to assist the design and implementation of Rental Support Cash Grant programs in a manner consistent with the Ten Guiding Principles for Shelter After Disaster which were presented in the Shelter Centre's 'Shelter After Disaster: Strategies for Transitional Settlement and Reconstruction.'

The Ten Guiding Principles (detailed below) were adapted from and are intended to be consistent with the guidelines published by the World Bank's Global Facility for Disaster Reduction and Recovery (GFDRR) in 'Safer Homes, Stronger Communities: A Handbook for Reconstructing after Natural Disasters' (2010).

- i Engage and support communities
- ii Reconstruction begins the day of the disaster
- iii The community should be partners in developing the strategy and leaders of local implementation
- iv Strategies should be realistic in scale and invest in disaster risk reduction
- v Coordination mechanisms must support national institutions in order to optimise response
- vi Responses should contribute to sustainable development and to preparedness for future disasters
- vii Relocating communities is costly and rarely successful, so it should be minimised
- viii The response involves different groups with different roles, capacities and priorities
- ix Assessment and monitoring must be continuous, coordinated, integrated and disseminated
- x Community livelihoods are the basics of recovery

Free Choice for Beneficiaries is Fundamental to RSCG Programs

Finally, it is worth highlighting the importance of free choice in RSCG programs. In order to meet the norms and standards required when moving populations, it is fundamental for RSCG programs to guard against coercion and ensure that each family makes a voluntary and informed choice to move out of the camp and back into the property and the neighborhood of their choice

3. Brief Overview of Rental Support Cash Grant Programs

Section by section, this Operational Manual examines each step involved in the process of implementing a Rental Support Cash Grant program. Before exploring the intricacies of each step, this section gives a brief overview of the process from start to finish, including a simple process map visually representing the steps described.

The operational steps sketched here are each the subject of a detailed description in Chapter 5. The strategic decisions required in advance of operational implementation are explored in Chapter 4 including the role of the Government, and how to ensure access for the most vulnerable families.

Step 1 - Registration and Establishing a Beneficiary List: Once the decision has been taken to implement a RSCG program in a particular camp, the first challenge is to establish which families are genuinely resident in the camp, legitimately in need and eligible for assistance.

Given the financial incentives on offer, some families from the surrounding area are likely to attempt to make the false claim that they live in camp. This is particularly challenging in densely populated urban areas where camps can be ill-defined with porous borders and many access points enabling a constant flow of people in and out.

Step 2 – Communication: In order to meet the norms and standards required when moving populations, it is fundamental for RSCG programs to ensure that each family makes a voluntary and informed choice to move out of the camp and back into the neighborhood. This is only possible if major time, effort and resource are invested in communication activities.

All RSCG programs must strike a balance between investing in both mass communication and one-to-one communication. In order for RSCG programs to be successful, all residents of camps must understand the program and volunteer to participate. Specifically adapted, culturally appropriate communications including material specifically adapted for the illiterate are essential to achieving this voluntary participation.

Step 3 – Choosing a Rental Property: Step 3 in the process involves each family working individually with an Implementing Agency staff member to visit a rental property, ensure it meets certain safeguards and sign a formal contract with the landlord. Each family has the right to choose any house to rent, in any area of the city or country.

To every family the same fixed dollar amount is available – an amount standardized by the Government based on average rental prices in low-cost private sector housing for a fixed period - often 1 year lease. If families choose to rent a more expensive property, they can make up the shortfall from their own funds. If families choose to rent a less expensive property, they can use the remaining funds for any household need.

This “keep the change” approach is critical to empowering beneficiaries to make the most appropriate housing choice for their family. It is also essential to keep project costs down by harnessing the negotiating power of individual families to combat possible price inflation in the rental market.

Step 4 – Cash Payment: To protect the interests of families leaving camps, it is critical that the manner in which cash payments take place is simple, transparent and accountable. Families must understand their rights in terms of payment and also their responsibilities in terms of moving into the chosen property and vacating the camp within the contractually agreed timeframe. Implementing Agencies may choose to pay beneficiaries through banks, or through mobile money applications via mobile phones.

Step 5 – Relocation, Tent Dismantling and Camp Closure: Once both the beneficiary family and the landlord have received payment, the beneficiary family is contractually obliged to leave the camp within three days. Exceptions are

made and special assistance given to vulnerable families, single-parent families, families with disabled family members and families with other extenuating circumstances being assisted by the Protection Team.

Many families recycle the material from their shelters, but others leave empty structures behind. In large camps it can take many months to assist thousands of families through the RSCG process, meaning that camps remain home for many thousands of families even as they are depopulated. Empty tents and unused shelters in camps can become security and health risks or can be re-occupied by people who have never lived in the camp but wish to fraudulently benefit from a RSCG program. As a result, dismantling abandoned tents becomes a necessary routine for teams managing camps. This chapter highlights these and other necessary steps involved in the closure of camps including cleanup and handover to the legal landowner.

Step 6 – Follow-Up Visit Six - Eight Weeks Later: The final step involves making a surprise visit to each family six - eight weeks after they have moved out of camp and into their rental home. The goals of this visit are twofold:

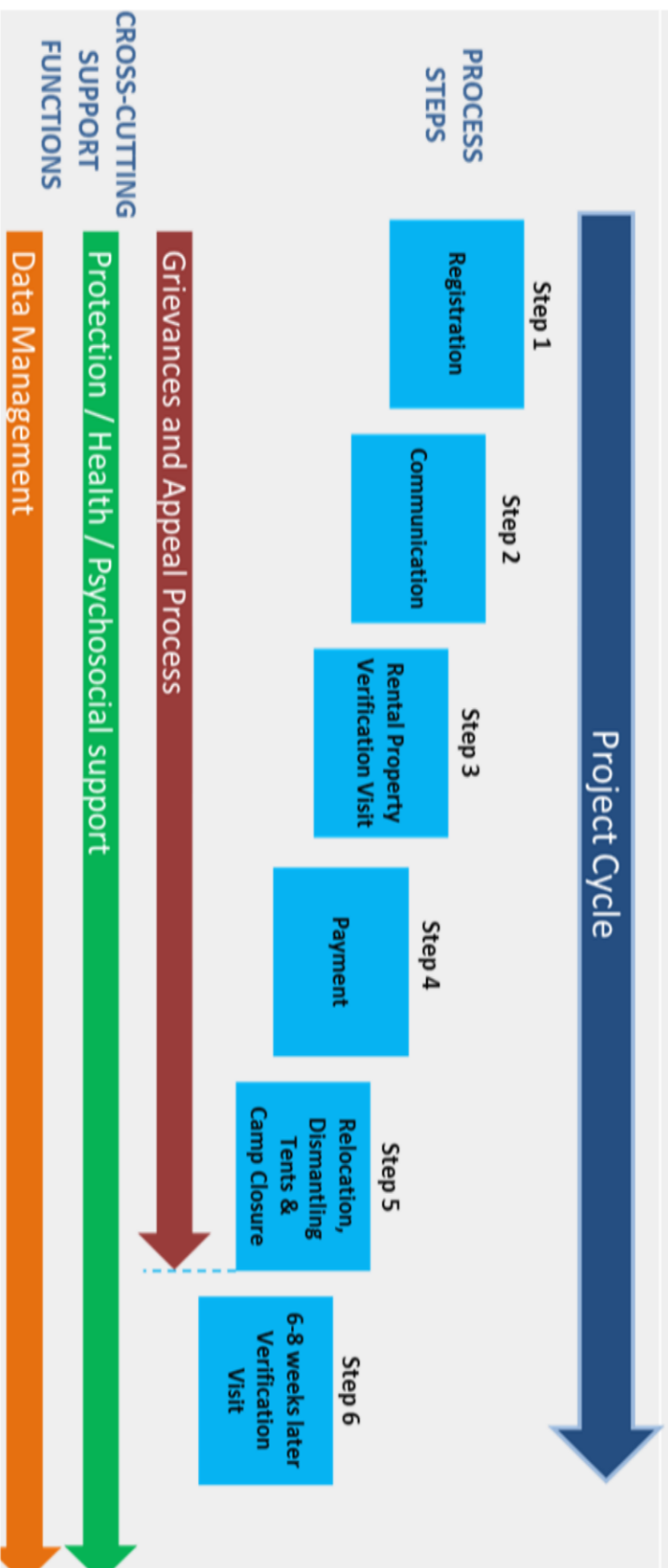
- To verify if the family is in fact living in the rental property.
- To trigger (if the family is in the house as expected) the payment of a second, smaller cash grant to be used freely by the families for any household needs.

This step in the process enables the collection of data essential for evaluating the program, and at the same time incentivizes and rewards families who have followed through on the contractual agreement. In great measure, this step is designed to respond to risks identified during the project design phase:

- How many families living in camps are actually in need? Or, put another way, how many families, hopeful of benefitting from a cash grant, have maintained a tent in a camp despite having a housing solution elsewhere?
- How many families, if given a cash grant to leave a camp, will subsequently leave the rental property and move into another camp in the hope of benefitting for a second time?

Some programs may include a further follow-up visit after one year to see what housing solutions families find for themselves at the end of the one year RSCG assistance.

Rental Support Cash Grant Programs Methodology



4. Context: When to Consider Using RSCG Programs

This Manual in no way intends to suggest that RSCG programs are appropriate for all families in all situations. Rather, RSCG programs can provide one building block in an overall shelter assistance strategy that aims to provide durable housing solutions for displaced populations. Decisions on when to use or avoid a tool like RSCG grants must be contextually driven and this chapter attempts to raise certain questions which may be helpful in making that assessment.

Following displacement, RSCG Programs can be a useful tool for achieving a number of strategic aims including:

- 4.1 Enabling displaced families to choose a housing solution appropriate to their needs
- 4.2 Supporting improvements in rental housing stock
- 4.3 Responsibly closing camps

4.1 Enabling Displaced Families to Choose a Housing Solution Appropriate to their Needs

Displaced families should be given a choice of housing solutions so that they can choose the type of support which best suits their particular circumstances and shelter needs.

The housing solution chosen by each family will in large measure depend on their housing status prior to the emergency:

Owner-Occupiers

Displaced persons who own housing which was damaged or destroyed in an emergency, or who own land on which transitional or durable housing can be built, can be offered assistance with repair or rebuilding. This group will tend to choose to participate in programs that offer Transitional Shelter (T-Shelter), housing repair or construction of new housing.

Renters / Tenants

Displaced persons who were tenants in rented accommodation before the emergency do not own housing or land and therefore cannot access Transitional Shelter (T-Shelters), housing repair or new house building solutions¹. The RSCG option ensures that access to land is no longer a pre-requisite for families to access shelter solutions and leave camps.

It is particularly important that RSCG programs enable support to be given to renters since 50% of families living in urban environments worldwide are renters.² Moreover, displaced populations in camps often contain a disproportionately high number of renters since renters are likely to be less financially secure and therefore less able to cope with the shock of an emergency event.

Owner-Occupiers Waiting for Durable Solutions to be Built

RSCG programs can be useful as an interim solution when the timetable for reconstruction and rebuilding of durable solutions is slow and displaced families face a long wait. If Owner-Occupier families are forced to wait months or years for durable solutions to be completed, RSCG programs providing rented accommodation for a fixed period can offer families an alternative to waiting in displacement camps.

¹ For definition of a Transitional Shelter see <http://sheltercentre.org/node/25121>

²Source: 'Exploring key changes and developments in post-disaster settlement, shelter and housing, 1982-2006' page 9.

Displaced Families Who Wish to Live with Host Families

Many families who leave camps through RSCG programs choose to rent a house or a room from a family member.

Taking a flexible approach to RSCG programs which allows families to freely choose any safe rental property – including the option of renting from a family member – has the effect of blurring the lines between private landlords and host families. This should not be seen as problematic, but rather beneficial since:

- RSCG programs are thereby able to support both displaced populations and host families without any additional cost or administrative burden.
- Giving displaced families the choice to move in with a host family moves away from a model of top-down control and instead empowers beneficiaries to make the financial choices which best benefit their family.

4.2 Using RSCG Programs to Support Improvements in the Rental Housing Stock

After an emergency which has damaged or destroyed housing on a large scale, it is the affected population themselves who fund and do the majority of rebuilding. RSCG programs represent one mechanism for Governments, Donors and Implementing Agencies to provide assistance to owners of the kind of low-cost private rental properties that need to be rebuilt in order to re-house the displaced population.

RSCG programs in some contexts have been seen to encourage private-sector rebuilding and repair when landlords become aware of the increased demand created when families living in camp are given the financial resources to re-enter the rental market.³

This contribution notwithstanding, RSCG programs must be understood as only a small part of the solution for replenishing housing stock. RSCG programs should be complemented by other programs offering strategic technical support to families and businesses involved in reconstruction. The standard and safety of housing will only be improved in the long term if training programs and technical assistance standardize the use of sound building practices.⁴

4.3 Using RSCG Programs to Support the Closure of Camps

After some emergencies, Governments may specifically aim to achieve camp closure. The desire to close camps can be driven by a number of factors including: the public health dangers often associated with unplanned spontaneous camps; the need to return public and private land to its pre-emergency utility; or perhaps, that governments can more efficiently deliver public services once displaced families return to their neighbourhoods. RSCG programs can be a critical tool for successfully and responsibly achieving this aim of closing camps.

Camp closure programs are problematic unless 100% of displaced families in the camp are provided with an alternative housing solution. By helping former renters who do not own property or land, RSCG programs can fill a strategic need which is not addressed by other types of shelter assistance.

³ In an independent report on Haiti's RSCG programs 77% of landlords responded that they had made upgrades and investments in their property to meet the standards required by the program. The report concluded that "this impact cannot be underestimated as it affected economic, safety, and quality of life issues at all levels. It appears that landlords reinvested about 2/3 of their rent monies from grantees in immediate upgrades and their planning for the next year included about that amount again as a potential investment."

⁴ Such as those published in the World Bank's manual on safer building in Haiti after the 2010 earthquake: *Safer Homes, Stronger Communities* (World Bank 2010)

As discussed above, it is often the case that displaced families in spontaneous camps after an emergency are offered only three main shelter solutions for leaving camp:

- Re-locatable Transitional Shelter (often referred to as a T-Shelter)⁵
- Repair of a damaged house
- Construction of a new house

All three of these shelter solution options require the family living in camp to have access to a house (in need of repair) or land on which a T-Shelter or permanent house could be built. The problem therefore is that families who have no access to land cannot access the shelter solutions on offer. These families have little choice but to remain in camps.

In contexts where some displaced families do not own their own land, shelter assistance programs which do not include Rental Support Cash Grants as an option will not be able to assist all families and will therefore fail to bring about camp closure, as shown in Diagram 1.

Furthermore, if some but not all families are given assistance to leave camps, the camp will not necessarily shrink accordingly. The chaotic nature of spontaneous camps (particularly large camps containing thousands of families) often means that government and camp management agencies cannot keep a constantly evolving record of who lives in each tent. Therefore when a family living in a camp does receive one of the three housing solutions listed above, their tent is often filled very quickly by another family. (This is shown in the third box of Diagram 1 below.)

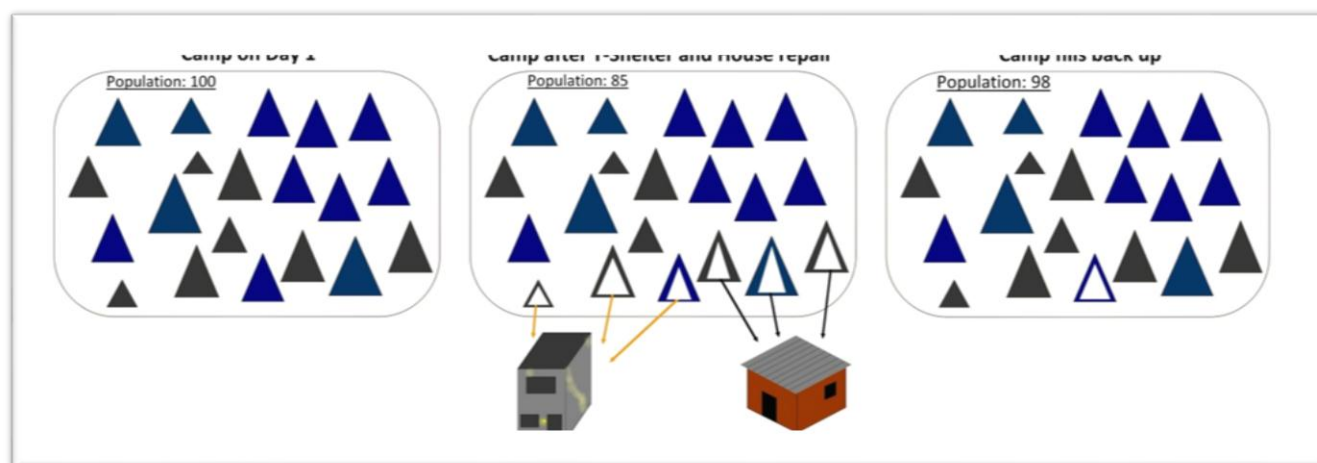


Diagram 1 showing that house repair, new house construction and T-Shelter programs help some families but not all. So camps reduce in size, but remain open.

By contrast, when Rental Support Cash Grants are introduced as another shelter option for families – one which addresses the needs of families who do not have access to land and those who were renters before the emergency – it is possible to close entire camps responsibly, as shown in Diagram 2.

⁵ For definition of a Transitional Shelter see <http://sheltercentre.org/node/25121>

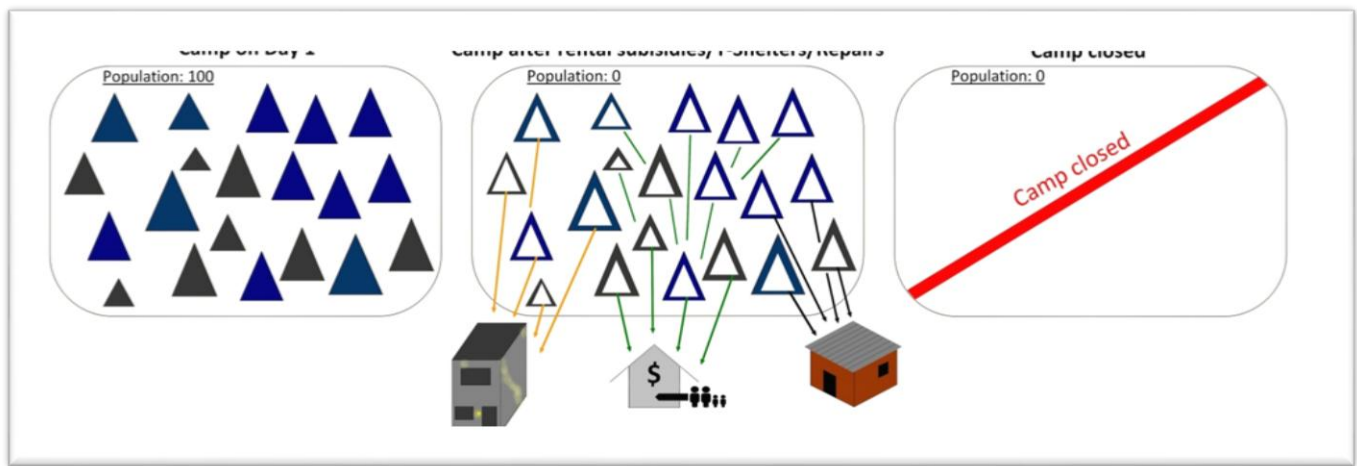


Diagram 2 showing that camps can be closed responsibly if house repair, new house construction and T-Shelter programs are complemented with an RSCG program.

Once 100% of families have accessed their chosen shelter solution, it becomes possible to decommission entire camps and return the land to its pre-emergency utility.

5. Context for Haiti Case Study

In addition to the generic methodology presented in this Operational Manual, one case study is presented to illustrate and enrich each section of the document. The case study is based on the experience of the Government and Implementing Agencies in Haiti after the 2010 earthquake. This was the context where the methodology was developed and refined into its present form. A short description of the situation in Haiti from 2010 to 2013 follows in order to provide necessary context for the case study.

This single case study is in no way intended to provide a definitive account of best practice. On the contrary, it is hoped that the RSCG methodology will evolve through use in other contexts and that this operational manual can in future be updated and strengthened with case studies from around the world.

This Chapter is presented in three sections:

- 5.1 Context of RSCG Programs after 2010 Earthquake
- 5.2 Frequently Asked Questions about RSCG Programs in Haiti
- 5.3 Future Usage of RSCG Methodology in Haiti

5.1 Context of RSCG Programs after 2010 Earthquake

The scale of urban displacement in Haiti after the January 2010 earthquake was overwhelming. At the height of the displacement crisis, more than 1.5 million people were living in over 1,500 camps. As of March 2013, there were still over 320,000 people living in 385 camps. Graph 1 shows the evolution of the camp population since the January 2010 earthquake.



Graph 1: Camp population and number of camps since 2010 [Source IASC E-Shelter CCCM Cluster]

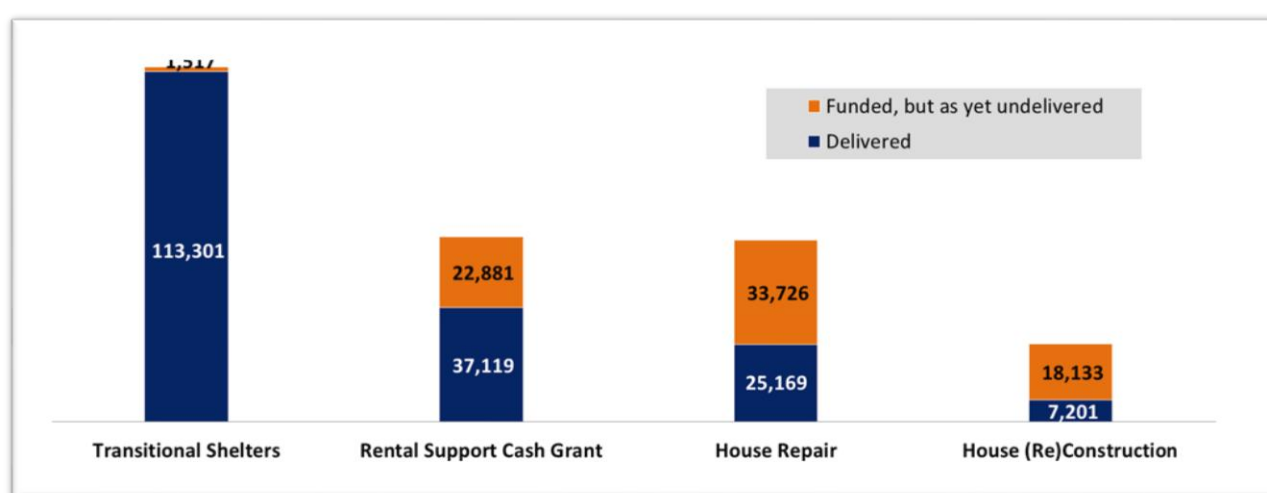
Options for Providing Shelter Solutions to the Displaced Population

During the earthquake response, housing solutions to help families leave camps fell, broadly speaking, into four categories:

- **Transitional Shelters (T-Shelters):** As the charts below show, this was by far the most common housing solution provided. While there are many designs, these are generally wooden structures with plywood walls and a tin roof designed to offer medium-term shelter for between three and five years. After reviews of the cost-

effectiveness and fitness for purpose of T-shelters beyond the emergency response phase, the Haitian Government made the decision to stop any new funding for this housing solution beyond 2011.

- **Yellow House Repair:** Repairing or retro-fitting damaged houses proved technically complex and therefore time consuming and costly, but once standard methodologies were developed this solution proved increasingly successful.
- **Permanent Housing (Re) Construction:** Programs were created to build new housing and to replace houses so badly damaged that they were in need of demolition. The vast majority of permanent housing built to this point has been built in peri-urban and rural areas outside of Port-au-Prince. Building was extremely problematic in the dense, disorganized urban environments where land tenure was unclear.
- **Rental Support Cash Grants:** Offering families the chance to rent a safe property of their choice in the neighborhood of their choice for one year, the grant gives each family \$500 US Dollars to cover the cost of one year of rent. The grant can be supplemented by the family's own funds to rent a more expensive house. Or, if the family finds a rental property costing less than \$500, the family "keeps the change" and is free to spend the remainder in whatever way they judge appropriate.



Graph 2 shows the housing solutions which have been provided by Government and Non-Government agencies working in Haiti since January 2010. [Source IASC E-Shelter CCCM Cluster]

The speed at which families can be assisted using the RSCG approach meant that despite these programs starting later, RSCG programs have now provided housing assistance for more families than any option apart from T-shelters.

When compared to the number of housing solutions provided by the international aid response, it is striking to note that the vast majority of Haitian families in camps after the earthquake left camp without any assistance. However, the fall in camp populations was not uniformly positive news since the figures include families who were forced to leave camps because of flooding, landslides, cholera or other natural risks. The fall in camp populations also includes families who were given no housing assistance because they were evicted from camps against their will by landowners.

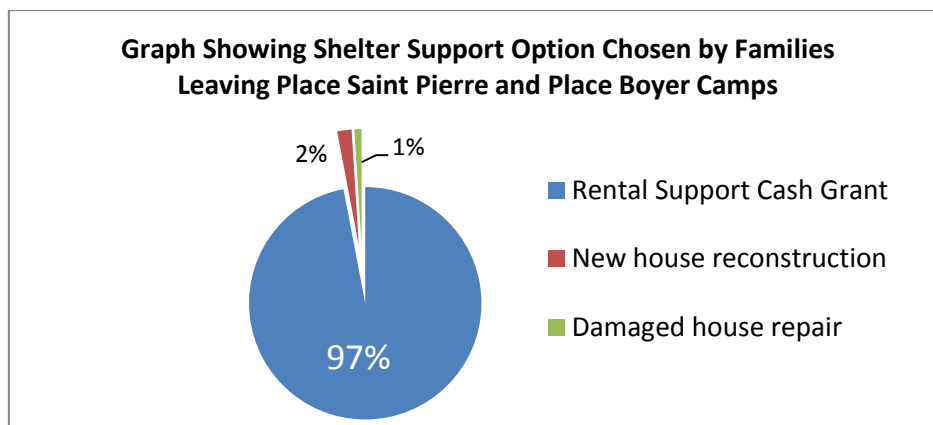
The Strategic Role of RSCG Programs in Response to the Earthquake

After the 2010 earthquake, RSCG programs proved to be an essential tool for providing housing solutions. The Government of Haiti lent its support to this approach for several reasons:

- Conditions in camps continued to deteriorate as funding for essential services dried up.
- Unlike house repair or T-Shelter construction, RSCG programs provided housing assistance to all families living in camp, not only to those families who owned a house or property where a new home could be built. The poorest of the poor who did not own land were provided for by the RSCG.

- Only RSCG programs assisted 100% of families to leave camps. As a result, it was only once RSCG programs started that it became possible to re-open public spaces which had been used as camps since the earthquake.
- Surveys of the Haitian public have shown that these programs are enormously popular. The Wolf Group reported in their independent review that a statistically remarkable 100% of respondents believed closing camps to be a good thing.⁶

As a representative from the Government of Haiti's Unite de Construction des Logement et Batiments Publics (UCLBP) put it: "97% of people living in Camp Place Saint Pierre didn't own a house or land. To help every family and close the entire camp, Rental Support Cash Grants were essential."



Limited Aims of RSCG Programs

In Haiti, it has not proven possible to provide durable housing solutions for all families in camps, due in part to the huge scale of the displacement.

Rather than providing permanent housing or other durable housing solutions, RSCG programs in Haiti had the more limited aim of closing the cycle of displacement and helping families out of camps and back into living conditions comparable to those in which they were living before the earthquake. Therefore, for those who were renters prior to the earthquake, the aim was to help them back into rented accommodation for one year.

When assessed against these reasonable, somewhat-limited goals, independent reports and beneficiary feedback has proven extremely positive⁷. When surveyed at the end of the Place Saint Pierre and Place Boyer program, 24% of camp residents judged their circumstances as "Better", and 76% of respondents described their situation as "Much Better".⁸

⁶ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti*.

⁷ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti*.

⁸ Fitzgerald *Helping Families, Closing Camps: Using Rental Support Cash Grants and Other Housing Solutions to End Displacement in Camps (2012)*

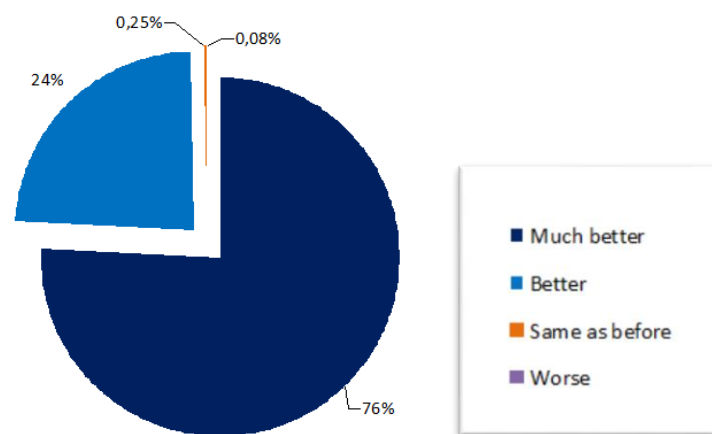


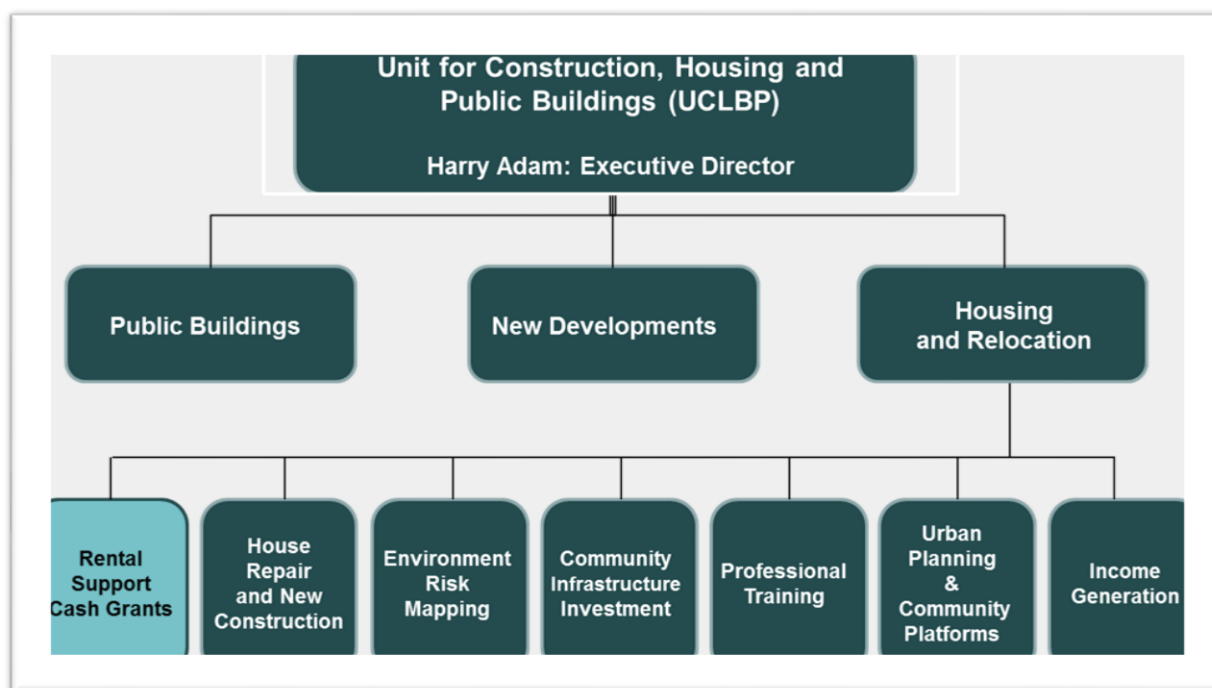
Chart showing beneficiaries' perception of rental housing compared to camps.

RSCG Programs are Only One Part of Haitian Government's Housing Policy

Using Rental Support Cash Grants to help families leave camps is only one pillar of a broader policy agenda being implemented by the Government of Haiti. The Government established under the Prime Minister's office a new Unit of Construction, Housing and Public Buildings (French acronym UCLBP) with convening power across all the Government Ministries involved in post-earthquake reconstruction and the displaced population in camps.

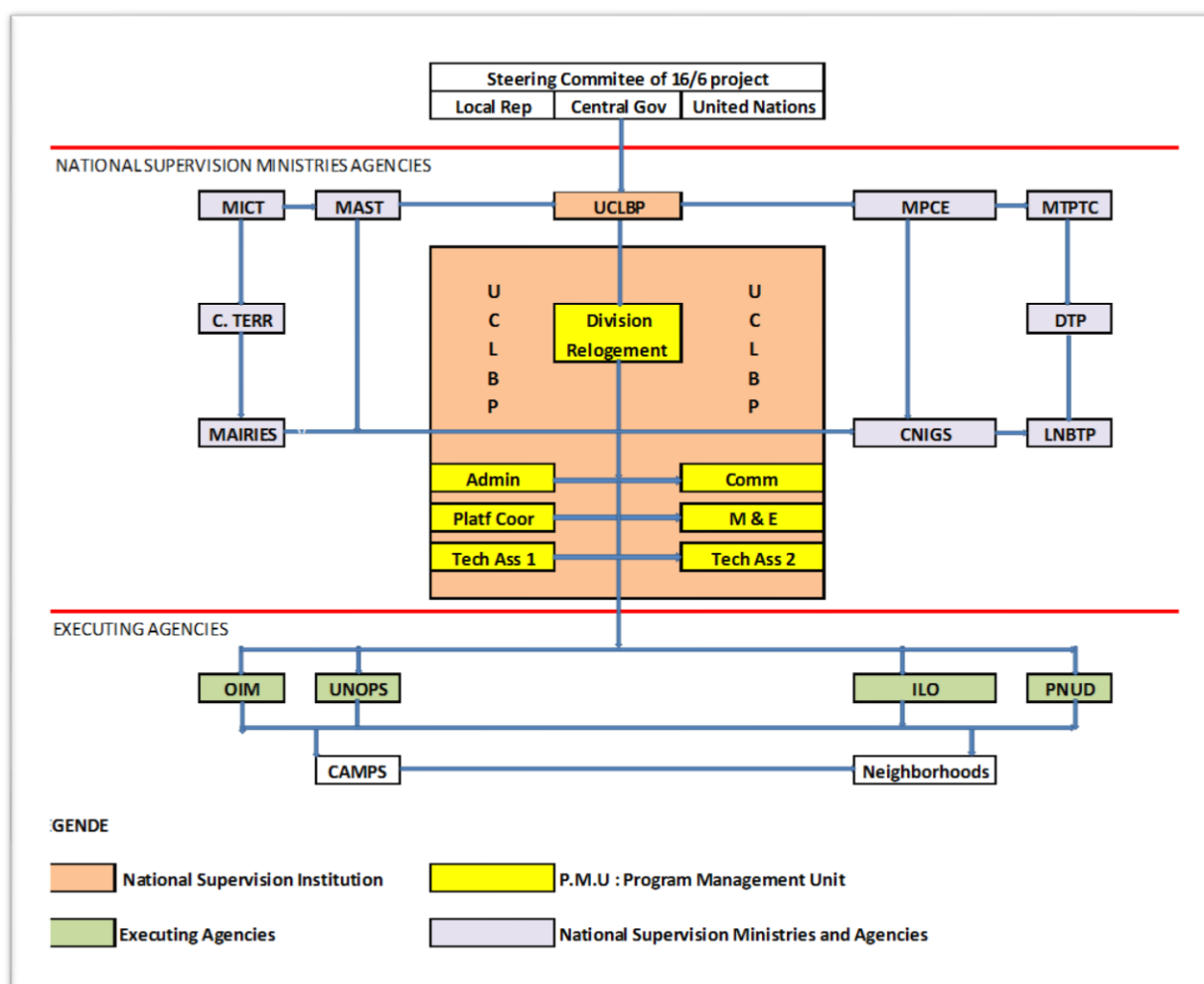
The financial and organizational structure of the UCLBP's flagship 16/6 program, developed in partnership with donors, UN agencies and International NGOs, showcases the broader agenda. Along with closing six camps using Rental Support Cash Grants, the 16/6 Program dedicated considerable financial resources to long-term development activities including:

- Repair and reconstruction of neighborhood housing;
- Rehabilitation of neighborhood infrastructure;
- Disaster risk reduction activities focused on mapping environmental risks in neighborhoods;
- Creation of formal community groups "Community Platforms" which enabled residents to decide how funds should be spent in their neighborhood;
- Livelihood programs to re-invigorate the local economy of targeted neighborhoods; and
- Professional training programs for neighborhood residents.



Above - Diagram showing components of the 16/6 project led by the UCLBP

Below - Diagram showing links between UCLBP and other State institutions



Livelihood and Other Development Programming Should be Delivered in Communities, Not as Part of RSCG Programs:

With the exception of the Rental Support Cash Grants given to families in camps, all 16/6 Program activities were focused in neighborhoods. Benefits in neighborhoods were provided without discrimination between families returning from camps, and those families who had remained in the neighborhood after the earthquake.

This neighborhood approach to improving social service proved far more efficient and effective than early programs which attempted to provide livelihood assistance, education assistance and other services only to those families who were leaving camps as beneficiaries of RSCG programs.

On the basis of the Haiti experience, RSCG programs proved to be an ineffective vehicle for providing further services. Rather than choosing one camp and providing social services for its population once they had dispersed across neighborhoods, it is far more efficient to provide social services to an entire neighborhood without discriminating between long-term residents and those families who have recently arrived in the neighborhood with the assistance of an RSCG.

Stakeholders Involved in RSCG Programs in Haiti

In Chapter 5, a breakdown is given of the steps in the RSCG process. As part of that breakdown, the actors involved in each step of the operational process are listed. The table below brings together that data, showing which stakeholders were involved in each step during the Haiti experience.

- **Agency** can be any lead implementer whether Government, International Agency or NGO.
- **UCLBP**: Unit for Construction of Housing and Administrative Buildings (attached to the Prime Minister's Office)
- **Mayor** is elected head of Municipal Government.
- **DPC** is Department for Civil Protection – a central Government department with municipal staff in the field reporting to the Mayor.
- **Justice of the Peace** is a local representative of the Judicial Branch of Government with an independent oversight role.
- **MTPTC** is Ministry of Public Works, Transport and Communication whose engineers were responsible for assessing buildings in Port au Prince after the earthquake to assess their safety and suitability for habitation. Safe buildings were stamped green; buildings in need of repair were stamped yellow; buildings in need of demolition were stamped red.

	Agency	UCLBP	Mayor	DPC	Justice of the Peace	MTPTC
1. Registration	Yes		Yes	Yes		
2. Communication	Yes	Yes	Yes			
3. Choosing a Property and Verification Visit	Yes					Yes
4. Payment	Yes					
5. Relocation, Tent Dismantling and Camp Closure	Yes		Yes	Yes	Yes	
6. Follow-Up Visit 6-8 Weeks Later	Yes					
Grievance and Appeal Process	Yes	Yes	Yes	Yes	Yes	
Protection, Health, Psychosocial Support	Yes					

Table Showing Roles and Responsibilities of Implementing Agencies and Branches of Government

5.2 Frequently Asked Questions about RSCG Programs in Haiti

FAQ 1. What happens to families after one year?

Since RSCG programs in Haiti only paid the rent for families for one year, one of the most frequently asked questions about the RSCG programs was ‘what happened to families after one year?’ Were families forced to leave their new homes and did they find themselves back in the street or in camps?

The independent report commissioned to examine the impact of RSCG programs on the lives of grantees after one year provided extremely encouraging results.⁹

“The results are extremely promising: **one year on, no grantees have returned to camps and 100% have autonomously found an accommodation solution.** The evaluation was unable to find evidence that the rental support approach is contributing to the development of new informal settlements. Grantees enjoyed a year’s support in secure housing of their choice, using any extra money to pay down debt, pay school fees, help other family members, start small businesses, and other activities that were extremely important at the household and community levels. The evaluation finds that **25% of grantees remain in the same rental accommodation for a second year.** Those that choose to change their rental solution are continuing to exercise their free choice to find accommodation solutions that reflect their financial means and personal priorities. Of the 75% that moved, 49% reported being unable to pay the rent, while 26% attributed their move to problems with the landlord.”

FAQ 2. Does one year of rent represent a durable solution to displacement?

A RSCG does not provide a permanent housing solution since it provides accommodation only for a duration limited by the lease agreement. However, for families in certain circumstances, it may be entirely appropriate that a RSCG represents the only housing solution provided in the aftermath of displacement.

For example, providing a rental property for one year to a family who were renting before their displacement can in some circumstances legitimately be considered a housing solution which has closed the cycle of displacement and therefore fulfilled the duty of care of responsible authorities with specific regard to the emergency event which precipitated displacement.

In the case of Haiti, the scale of the displacement was enormous, leaving hundreds of thousands of people living in displacement camps more than two years after the earthquake. Additionally, Haiti had huge problems with insufficient housing stock even before the earthquake.¹⁰ Therefore, as well as those in camps, there were huge numbers of people living in precarious circumstances outside camps with an equally legitimate claim to needing assistance with durable housing.

Providing durable housing on this scale could not be achieved in the short-term as a response to the earthquake. Rather, it was a question of long-term housing policy – a question which the Government of Haiti will need to actively address over many years as part of its long-term development policies.

⁹ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti.* (Bold highlights from original text.)

¹⁰ Peppercorn, Ira and Taffin, Claude. *Rental Housing – Lessons from International Experience and Policies for Emerging Markets.* Elibrary.worldbank.org

Since the challenge of providing durable housing on a national scale was one which will take many years to address, the Government of Haiti recognized that other housing solutions were required in the shorter term to assist those living in displacement camps.

It was this strategic issue which the RSCG programs sought to address.

The RSCG approach does not attempt to provide a permanent housing solution for families living in camps. Rather, these programs aim to close the cycle of displacement and help families back into living conditions comparable to those in which they were living before the earthquake.

Once returned to their neighborhood in a rental property, displaced families who were owner-occupiers of damaged housing can subsequently be assisted with a durable solution to repair or rebuild their properties through neighborhood reconstruction programs.

RSCG programs cannot deliver a durable housing solution for displaced families who did not previously own housing or land. Instead, these programs offer a helping hand, returning the family to a rental situation similar to their life before the earthquake. (See Diagram below)

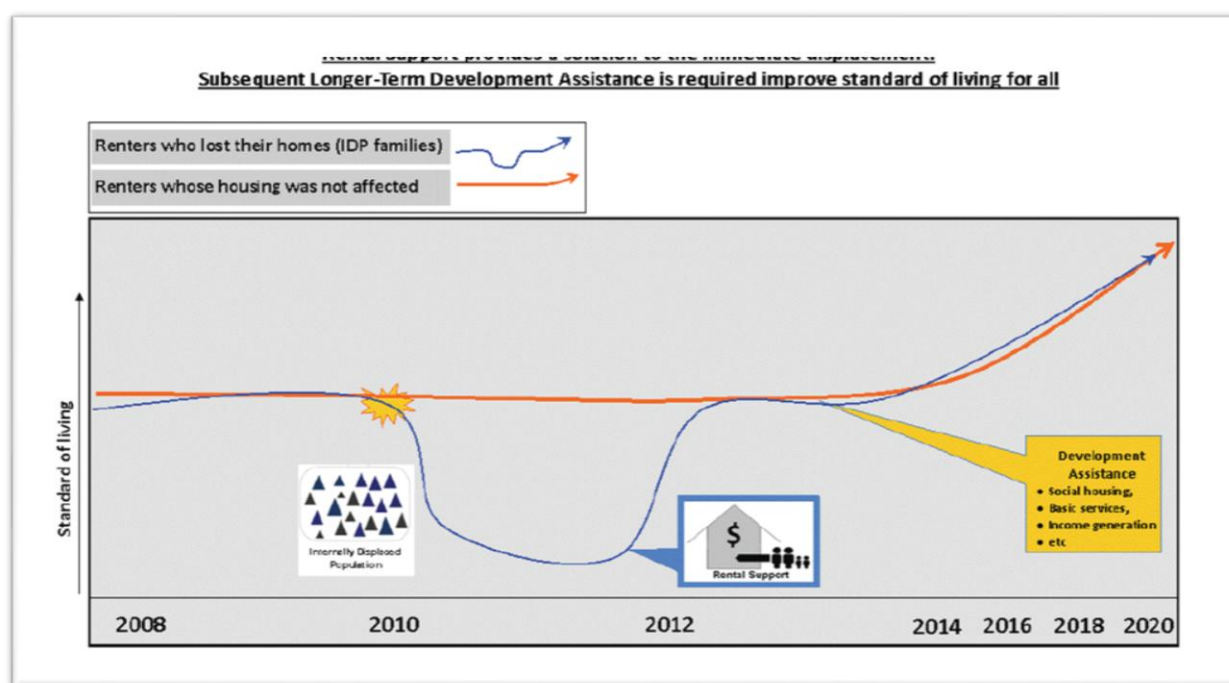


Diagram showing that the aims of RSCG programs are limited to providing displaced families the opportunity to return to a pre-earthquake standard of living. Subsequent development assistance can assist both the displaced and non-displaced populations to improve their living conditions in the long term.

Implementing Agencies delivering rental support programs sought to be assessed against these reasonable, somewhat-limited goals, whilst at the same time advocating for Government leadership in creating programs which addressed the broader needs of the Haitian population.

This approach is in keeping with the “differentiated approach” recommended by Walter Kaelin in his capacity as the Special Representative of the UN Secretary General for the Human Rights of Internally Displaced People. Kaelin endorses an approach which differentiates between addressing “humanitarian needs which are displacement specific”, and “other humanitarian needs faced by the affected population at large – livelihoods, education, health, water and

sanitation.”¹¹

FAQ 3. Is sufficient rental stock available?

One of the biggest risks identified before the program concerned whether there was sufficient rental stock to accommodate families moving out of camps using Rental Support Cash Grants. A related risk identified was whether the Government-backed RSCG program was such a large-scale intervention in the rental market that it would cause rental price inflation.

Initially, a small-scale analysis of the rental sector was conducted in three key neighborhoods. However, the small sample size, as well as the number of necessary assumptions and extrapolations left considerable questions. Even those who produced that report were keen to stress that it was a best guess rather than methodologically water-tight, particularly since an INGO survey turned up a certain amount of available rental space, but once the RSCG programs began, Haitian people did a much better job of finding places where there was rental capacity and at lower prices. As a result, the decision was taken that the only way to know with any certainty if there was sufficient rental stock was to start pilot programs and track progress. With the support of the Government, the CCCM/Shelter Cluster collected data from all Implementing Agencies around the city of Port-au-Prince.

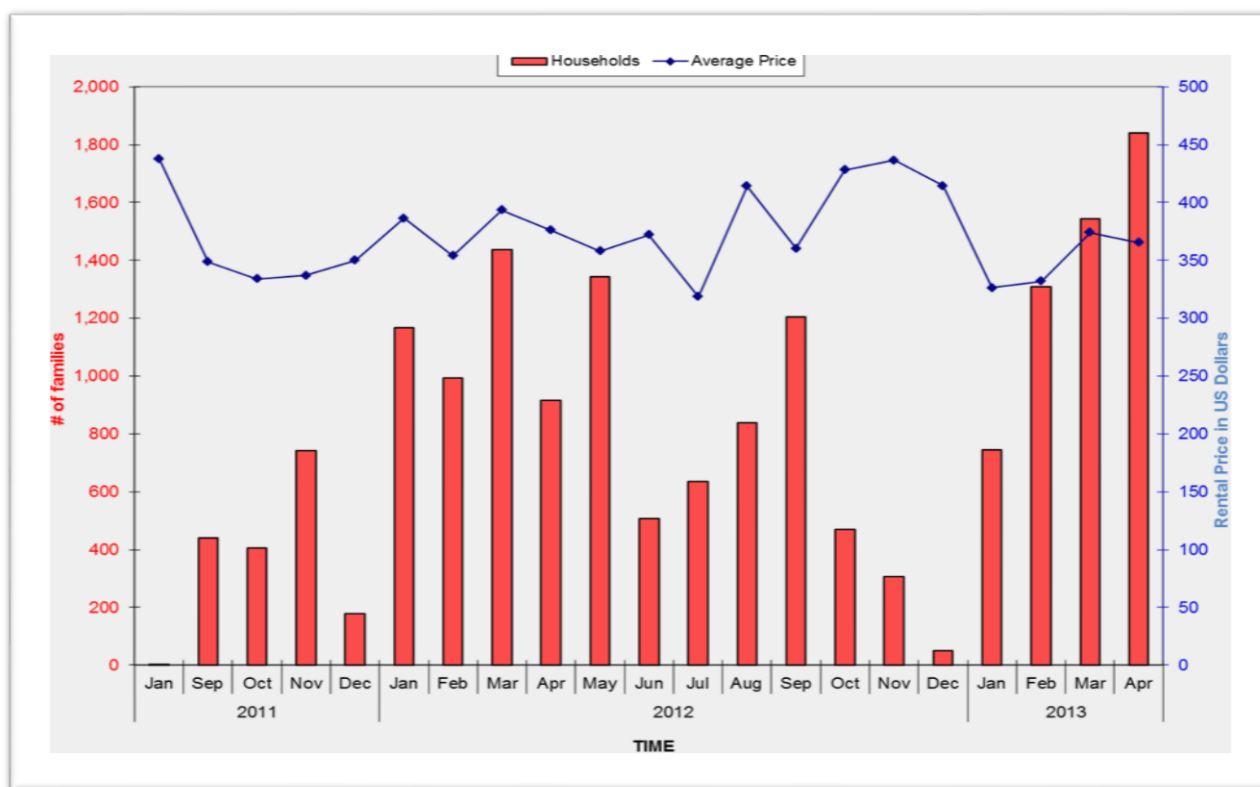
The key to mitigating the risk of insufficient rental accommodation and possible rental inflation was to track the amount each family was paying for one year of rent and to then use basic market principles: If there was insufficient housing supply, families would be unable to find a property; and if RSCG programs were causing supply of rental housing to decrease relative to demand, average rental prices would rise.

The data collected over more than a year by the CCCM Cluster indicated that rental property capacity was not an issue, nor was there any evidence of price inflation in the rental market.

As of June 2013, more than 40,000 families had left camps and moved into rented accommodation in neighborhoods around Port-au-Prince. Average rental prices stayed stable and remained below the \$500 USD which was given to families.

One absolutely key feature of the program which, undoubtedly, helped combat the threat of rental inflation has been the “keep the change” approach. The strategic decision to allow beneficiaries to negotiate their own rent and to benefit financially from the savings has exerted downward pressure on the average rental price in a way which would not have been achieved if organizations had negotiated for camp residents or if beneficiaries had seen no material advantage to securing a price below \$500 USD.

¹¹ Representative of the Secretary-General on the Human Rights of Internally Displaced Persons, Mr. Walter Kaelin: *Human Rights of Internally Displaced Persons in Haiti: Memorandum based on a Working Visit to Port-au-Prince (12-16 October 2010)*



Graph showing average rental price and number of families receiving housing solutions through RSCG programs since 2011

The evidence clearly suggests that rental supply kept pace with the demand. This has led to speculation, as yet unproven, that the RSCG program in fact had the effect of stimulating supply by encouraging landlords to build extra rental capacity in the knowledge that there was likely to be demand. It is to be hoped that subsequent evaluations of the Haiti response will shed light on this hypothesis.

FAQ 4. Is the rental accommodation safe?

There were valid concerns about the quality and safety of housing in the neighborhoods to which families are returning. There is detailed discussion of this issue later in this Manual: Firstly, there is a discussion of the role of the Government in establishing safety standards not only for renters from RSCG programs, but for all renters and owners in Haiti (see *Section 6.2 Role of Government*.) Secondly, there is a discussion of the very practical procedures which were put in place to minimize the risk to renters (see *Section 7.3 Choosing a Rental Property*).

The first thing to highlight is the efforts which were made to ensure, as far as possible, that the rental properties were safe. Implementing Agencies sent a member of staff to inspect each family's proposed rental property to check that certain conditions were met: the property could not be in an unsafe "Red Zone"¹²; and it could not be marked as unsuitable for habitation with a Red or Yellow stamp¹³ by Government engineers who assessed all buildings after the earthquake.

However, it was not always feasible for trained engineers to re-assess every property as part of RSCG programs. A certain amount of common sense risk assessment from Implementing Agency staff and beneficiary families was required in cases where buildings did not have a technical assessment stamp. This was not ideal, but in the absence of better options, it was the approach agreed upon as a feasible solution.

¹² For the full definition of a "Red Zone" see Section 6.2 on Role of Government and Section 7.2 Choosing a Property.

¹³ For a full description of the colored stamps see sub-section 6.2.4 in the Role of Government Section.

On this very sensitive issue, it is important to highlight that the quality and safety of housing was not a problem unique to RSCG programs, but is a broader problem for renters and owners throughout Haiti, a country where construction standards were unregulated for decades.

As a result, RSCG programs must be understood as only one part of a broad reconstruction agenda which included programs designed to drive a longer-term improvement of building standards across the construction industry in Haiti. Through initiatives including the Government-led 16/6 program, newly-established building standards were widely advertised and large-scale programs trained masons and other construction workers on safe housing materials and building techniques.

Initially, there were suggestions that RSCG programs should be directly linked to these programs – with families from camps moving only into homes which had been verifiably repaired by trained engineers as part of the rebuilding program. However, this proved unworkable because the complexities of repairing houses and the contrasting speed of RSCG programs meant that the number of families receiving RSCG assistance quickly dwarfed the number of houses which had been verifiably repaired.

In terms of scale, it is important to recognize that repair programs are complex and expensive and that a program which was sufficient to accommodate even a small proportion of the hundreds of thousands of people living in camps would have involved financial resources on a scale which was not available to the responders in Haiti. Moreover, any large-scale repair program would also need to address not only the rental market but the even larger numbers of owner-occupiers whose houses were in need of repair.

Fundamentally, one of the key reasons for the success of the RSCG programs assisting more than 40,000 families to move into rented accommodation was predicated on the decision to harness the power of the private sector to rebuild the necessary rental capacity.

The key for the Government and international community therefore is not to be responsible for the building or repairing all units directly, but to invest in programs which improve building standards across the country in a long-term manner which benefits not only renters who move out of camps, but renters and owner-occupiers across the country.

If there is sufficient time, funding and technical capacity, it would be ideal to technically assess each prospective rental property, and to run large-scale retro-fitting and technical assistance programs in the communities of return. These retro-fitting and technical assistance programs should be available not only to families leaving camps, but also to families living in unsafe housing in the communities of return. The most efficient approach is not to directly link the RSCG and rebuilding programs, but to run these programs independently with RSCG programs focused on ensuring camp residents move into safe housing in the short term, and other programs raising the standard of all housing in the neighborhood of return in the long term.

FAQ 5. Is closing camps a legitimate policy goal?

For reasons established in Section 4.3, it was clear in Haiti that RSCG programs were an essential tool for camp closure in Haiti. However, it is worthwhile to examine questions which were raised regarding whether camp closure was an appropriate or legitimate policy goal.

The conclusion in Haiti, from a policy, beneficiary and societal perspective, was undoubtedly yes.

From a policy perspective, camp closure programs responded to the humanitarian need: the humanitarian mandate after the earthquake was to help close the cycle of displacement by helping families move into living conditions comparable to those in which they were living before the earthquake.

The camps in Haiti formed spontaneously, were unplanned and were incredibly insecure environments where conditions deteriorated considerably below humanitarian standards as defined in the Sphere guidelines. Closing camps by giving every family an improved housing solution therefore had inherent value. Of course, it is important to look at long-term housing solutions for the vulnerable and to invest in longer-term development activities to improve overall conditions, but in the short term it is necessary to help families out of camps.

From the beneficiaries' perspective, the level of approval is very clear. An independent satisfaction survey conducted in 2012 interviewing beneficiaries of RSCG programs implemented by a variety of agencies found almost universal support both for RSCG programs and the aim of closing camps.¹⁴

Q #	Landlord Questions	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't Know
Q-2 a	I think closing camps as soon as possible is one of the most important things to do in rebuilding the metropolitan area.	85%	9%	2%	3%	2%
Q-2 b	The Rental Support Program is a really good way to speed up the process of closing camps.	77%	12%	5%	5%	1%
Q-9 c	I think the Rental Support program should be available to all families still living in camps.	88%	5%	3%	3%	2%
Q #	Recipient Questions	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't Know
Q-10 b	The Rental Support Cash Grant really helped me when I needed it most.	92%	7%	0%	1%	0%
Q-12 c	I think the Rental Support program should be available to all families still living in camps.	92%	4%	2%	1%	1%

Finally, from a societal point of view, these programs have been very positively received by the Haitian press and population. Some camps were and are impeding expansion of factories and other businesses. Finding a responsible and popular mechanism for closing camps allows these businesses to expand and potentially increases economic activity and employment. Less quantifiable is the feeling of life returning to normal as public parks and open spaces in Port-au-Prince are returned to their pre-earthquake utility for public recreation.

5.3 Future Usage of RSCG Methodology in Haiti

The RSCG approach to assisting families with relocation has the potential to be useful in Haiti beyond the 2010 earthquake response. A standardized methodology has now been developed and staff members from mayors' offices, the Civil Protection Department (DPC) and the UCLBP have been trained to deliver RSCG programs. As a result, there is now Government capacity to help large numbers of families relocate in a way which respects rights and addresses the displaced population's protection needs.

While the details of the compensation package for families may vary, the fundamental framework of the process can be adapted to other circumstances. For example, the Government of Haiti may in future consider using a variant of the same process in the following circumstances:

- **After Future Emergencies:** Given the frequency of major storms during the hurricane season, the Government of Haiti will continue to face the challenge of large populations displaced by emergencies. If any future emergency results in displaced populations, there is now capacity to respond quickly and efficiently.
- **Disaster Risk Reduction:** After considerable investment in DRR programs, including early warning systems, the Government now has access to increasing data mapping environmental risk in neighborhoods. Some risk areas can be addressed through mitigation work, but there will likely be parts of Port-au-Prince which are deemed

¹⁴ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External Evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti.*

unsafe for habitation. When such areas are identified, RSCG programs could form the framework for assisting families to relocate. Families losing their homes will require compensation greater than \$500 USD for one year's rent, but the methodology will provide the framework even if the amount of compensation is different.

- **Planned Urban Redevelopment:** As Port-au-Prince and other cities in Haiti continue to develop, the Government will invest in basic infrastructure. As roads and other infrastructure are built, some homes will inevitably need to be demolished to make way for essential services to serve the population in general. Here again, the RSCG methodology offers a pre-existing process which can be adapted by the trained staff in Mayors' offices, the DPC and Central Government departments.

6. RSCG Program Design and Development

This chapter focuses on program design and describes the mechanisms which must be established and the strategic choices which must be taken before the implementation phase which is described in Chapter 7. This chapter is divided into the following sections:

- 6.1 Some Key Questions to Consider before Implementing RSCG Programs
- 6.2 The Role of Government
 - Haiti Case Study: The Role of Government of Haiti
- 6.3 Protection and Assistance for the Vulnerable
 - Haiti Case Study: Protection
- 6.4 Developing Grievance and Appeal Procedures
 - Haiti Case Study: Grievance and Appeals

6.1 Some Key Questions before Considering RSCG Programs

When considering the use of an RSCG program, it will be useful to review the following list of questions. When examining these questions, it is essential that participatory involvement and feedback from the displaced population play a significant role in driving the strategic decision making on how to prioritize resources.

Establish the Profile of the Displacement

- Has the population been displaced in a rural or an urban environment? Urban environments where land is in short supply will be more likely to require an RSCG program to complement durable housing solutions.
- If given technical support, can the population return to their original homes, or is return impossible in the short term? If large numbers of the displaced population do not have access to their homes or land, then this will likely increase the number of families for whom the appropriate housing solution is rented accommodation supported through an RSCG program.
- How long will it take to deliver durable housing solutions? If durable solutions will take a long time coming on line and conditions in camp are below Sphere standards, an RSCG program may be an appropriate tool for providing interim housing solutions.
- At what level should the RSCG be set? The grant given to families should be based on an analysis of average rent for low-cost housing in the relevant area. (See *Section 6.2 Role of Government*)
- Are sufficient low-income rental housing units available? A survey of available rental stock is a useful tool to establish the feasibility of an RSCG program. However, the most effective way of monitoring the availability of rental stock is to establish a pilot program and track the average price of rent paid to landlords by beneficiaries of the RSCG program. (See *Haiti Case Study FAQs in Section 5.*)
- Will the RSCG program cause rental inflation? (See *Haiti Case Study FAQs in Section 5.*)

Establish the Housing Profile of the Displaced Population

- What was the housing profile of the displaced population prior to displacement?
 - What percentage were owner-occupiers?
 - What percentage were not owners but had access to a piece of land for construction?
 - What percentage were renters with no access to land or property?

Establish the Housing Solution Preferences of the Displaced Population

- When surveyed and offered a choice of housing solutions, what percentage of families indicated a preference for:
 - New house reconstruction
 - Housing repair

- Technical support for owner-driven repair
- Host family support
- Rental Support Cash Grants
- Other (for a full list of housing options see *Shelter After Disaster: Strategies for Transitional Settlement and Reconstruction*)

On the Basis of the Information Assessed Above, Analyze the Need for an RSCG Program

- If large numbers of families have no access to land or a home in need of repair, then an RSCG program may prove necessary to provide a viable housing solution outside the camp for the displaced population.
- By contrast, if large numbers of families in camp were owner-occupiers, can return to their homes and express a preference for repair and reconstruction, then in order to close camps it may be necessary to concentrate on durable solutions. However, even in this case, if closing camps is a strategic goal, the remaining families cannot be left behind in camp, so a small RSCG program may be required as a complement to housing repair and reconstruction programs.
- For more on the role of RSCG programs in closing camps, see *Section 4 Context* and *Section 5 Haiti Case Study*.

Where Do RSCG Programs Fit in the Broader Housing and Development Strategy?

- There will always be tension between, on the one hand, helping families out of camps in the short term and, on the other hand, building durable solutions to address a housing shortage. (See *Section 6.2 Role of Government*.)
- Is closing camps a strategic priority? In some circumstances, the goal of closing entire camps is a legitimate humanitarian priority. (See *FAQ 4* in *Section 5 Haiti Case Study*.)
- How much funding is going to be available for housing solutions? If funds are limited, it may be that durable solutions (which are relatively expensive) can only be provided for a small percentage of the displaced population. In this case, it may be judged preferable to offer a less-expensive, shorter-term housing solution such as an RSCG to a larger number of beneficiaries. Helping more families for a limited period may prove a more equitable use of funding than providing durable homes for only a small proportion of those in need.

6.2 The Role of Government

Leadership from national and local Government is central to the success of RSCG programs. National Governments are best placed to make many of the key strategic choices and lead the coordination of Implementing Agencies in standardizing elements of RSCG programs.

When planning RSCG programs, consideration might be given by Governments to the following issues:

- 6.2.1. Defining and standardizing the cash value of the RSCG given to each family
- 6.2.2. Defining and standardizing the duration of rental contracts
- 6.2.3. Standardizing 'keep the change' approach
- 6.2.4. Standardizing rental housing safety standards
- 6.2.5. Identifying 'Red Zone' areas where no buildings are safe for rental
- 6.2.6. Prioritizing beneficiaries by family or by camp
- 6.2.7. Standardizing vulnerability criteria
- 6.2.8. Preventing illegal evictions of IDPs
- 6.2.9. Standardizing data collection

6.2.1. Defining and Standardizing the Cash Value of the RSCG Given to Each Family: Families living in camps may prove resistant to working with one Implementing Agency if they believe that another Implementing Agency will provide a larger cash grant. The value set by Government should be calculated with reference to average rental prices

for low-cost housing. Once fixed, the cash value of the rental grant should be standardized across all Implementing Agencies and publicly advertised.

6.2.2. Defining and Standardizing the Duration of Rental Contracts: The Government should standardize the rental contract signed by renters and landlords as part of RSCG programs. Included in the standard contract should be a standardized fixed term rental (commonly fixed at one year).

6.2.3. Standardizing ‘Keep the Change’ Approach: The Government should ensure that all Implementing Agencies agree to allow families to ‘keep the change’ if the families are able to negotiate a rental price below the value of the rental support cash grant. If families are not given the opportunity to benefit from price negotiations, rental markets can be negatively affected and inflationary pressure caused because a flat price is paid by all families regardless of the standard of the accommodation. To combat inflation in rental property prices, the ‘keep the change’ approach harnesses the bargaining power of individuals to exert downward pressure on prices.

6.2.4. Standardizing Rental Housing Safety Standards: The third step of the operational process described in Section 7.3 involves Implementing Agency staff visiting each family’s proposed rental property. One goal of that visit is to undertake an assessment of the building to establish if it is safe. At a Governmental level, decisions are required to establish minimum standards for the quality of housing into which families can move. There are valid concerns about the safety standards of rental accommodation in the private sector rental market, but the task of technically assessing the safety of every building into which camp residents move may be too technically great to be financially feasible.

In some contexts, it may be more appropriate to use a model of safety assessment which puts the emphasis on personal responsibility and provides information for families to check for themselves on the safety of the building – just as they would if they were renting a property with their own funds, without external financial support. This issue of safety and responsibility is a difficult one on which Government should provide clear guidelines and which Implementing Agencies should not make independently.

6.2.5. Identifying and Enforcing ‘Red Zone’ Areas Where No Buildings are Safe for Rental: One step Governments can take to simplify questions of housing safety is to perform (or direct international partners to provide) environmental risk assessments. Risk assessments bring together assessments on the likelihood of damage from flood earthquakes and other environmental risks. On the basis of these assessments, houses in areas of high risk ‘Red Zones’ can be excluded wholesale, reducing the burden on RSCG programs to assess individual houses in those zones.

6.2.6. Prioritizing Beneficiaries – by Family or by Camp: In cases of large-scale displacement, it is highly unlikely that all families living in camps can be helped straight away. The Government will need to lead a discussion about how to prioritize which families will be targeted first. The first step in this prioritization is to choose either families or camps as the unit of analysis:

- **Family by Family:** Analyze the vulnerability of individual families and prioritize first the most vulnerable families within camps. Some families in a camp will be assisted while others are not.
- **Camp by Camp:** Analyze the vulnerability of entire camps as a whole. Prioritize first the most vulnerable camps and assist 100% of the population in the selected camps.

The family by family approach tends to be slower and more labor-intensive. Family by family assessments can be locally unpopular since neighbors in the same camp will receive different treatment. The vast majority of RSCG programs studied adopted the second approach: selecting priority camps and assisting 100% of families in those camps. Logistically, it is far easier to scale up and achieve economies of scale if rental solutions are made available to the entire

population of a camp at the same time. Moreover, if closing displacement camps is a goal, this is only possible if 100% of a camp's population is offered a housing solution at the same time.

6.2.7. Standardizing Vulnerability Criteria: Regardless of whether families or entire camps are the unit for analysis, there must be agreed criteria for assessing the vulnerability of families. Given the sensitivity of deciding which families will and will not receive assistance, the Government will need to be heavily involved in establishing and publishing the vulnerability criteria.

6.2.8. Preventing Illegal Evictions: In circumstances where displacement is likely to be protracted because of the scale of the emergency or other factors, there is likely to be an eventual strain on the relationship between IDPs and the owners of the land on which they have settled. The government has a responsibility to ensure that the rights of the displaced are respected, while also acknowledging that these rights can compromise the right of landowners to free and unrestrained use of their property.

The government's first role is to stress the importance of the rule of law and that no extra-legal methods of eviction are acceptable. Any eviction of persons from public or private land must be enacted through the appropriate legal means.¹⁵

Governments should consider establishing a forum or some other mechanism for directly engaging with landowners to discuss their valid concerns – in some cases, landowners have legitimate fears about whether they will ever get their land back. This forum can be used to educate landowners on the rights of the displaced persons on their land.

RSCG programs can prove a very useful advocacy tool during these discussions because these programs demonstrate to landowners that there is a legitimate and legal method for closing camps and returning land to its owner. (See *Section 5 Context of the Haiti Case Study* and *Section 6.2.8 in the Haiti Case Study*.)

However, it is essential to stress to landlords that it is not acceptable to initiate their own bastardised rental support programs by simply offering IDPs on their land cash in exchange for leaving. As this Manual demonstrates, RSCG programs are defined not by the cash provided, but by the legal, operational and protection steps which frame the process.

6.2.9. Standardizing Data Collection: In order to successfully coordinate, monitor and evaluate the successes and failures of RSCG programs across a city or a country, there is some data that should be collected in standardized form and centralized by the Government or an agency deputized on their behalf. Key data points to be collected for every grant includes:

- Name and National ID number of beneficiaries. This information can be used to minimize the chances of beneficiaries moving from one camp to another in an attempt to receive multiple cash grants.
- GPS coordinates of every rental property and the price paid for one year of rent. This information can be used to track rental prices in each area of the city and identify possible inflationary trends in rental prices.

For an example of the categories of data useful to collect, see *Annex 1. RSCG Registration Data Collection Spreadsheet*.

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This section gives some detail on how each of the strategic choices listed above was addressed by the Government of Haiti and its partners implementing RSCG programs in Haiti after the 2010 earthquake.

¹⁵ Note that legal eviction procedures are sometimes necessary as part of RSCG programs. See *Section 7.5 Camp Closure*

6.2.1. Defining and Standardizing the Cash Value of the RSCG Given to Each Family: Initially, several agencies implementing RSCG programs were offering different cash grant amounts. The Government of Haiti's UCLBP stepped in and established standardized amounts.

- \$500 USD per family (local value 20,000 Haitian gourdes)
- \$25 USD per family for transport and moving costs.
- \$125 USD per family if the family is still in the rental property six-eight weeks later when the team makes a surprise visit. This cash grant is unconditional and can be spent as the family chooses.

6.2.2 Defining and Standardizing the Duration of Rental Contracts: All rental contracts signed as part of RSCG programs in Haiti were signed for a standard rental period of one year. At the end of the year, families were responsible for providing their own housing solution, as they had done prior to the earthquake.

An independent report found that after one year, 25% of grantees remain in the same rental accommodation for a second year using their own funds; 75% choose to move to alternative accommodation. Of the sample of families interviewed, "no grantees have returned to camps and 100% have autonomously found an accommodation solution"¹⁶.

6.2.3 Standardizing 'Keep the Change' Approach: A key concern raised in the program design stage was that if the Haitian Government and big international donors were seen to be involved in renting property, there would be an inevitable spike in rent prices. To limit as much as possible this potential rental inflation, the natural self-interest of each family was engaged as a tool. If the rent negotiated was \$400 – the family received the remaining \$100 in cash to spend as they deemed most appropriate for their family. Some families spent the remainder on food, education or household improvements. Others, no doubt, spent in other ways, as was their free choice.

6.2.4 Standardizing Rental Housing Safety Standards: One of the frequently asked questions about this part of the Haiti RSCG programs was about the safety of rental housing. There were valid concerns about the quality of the housing in the neighborhoods to which families are returning.

As a first step, RSCG programs relied on assessments of each rental property which had been conducted as part of a previous program of housing safety verification by Government engineers after the earthquake. Most buildings in Port-au-Prince were assessed and a stamp painted on the walls with green, yellow or red paint defining the building as safe, in need of some repair, or in need of major repair or demolition.

During the RSCG visit, each rental house was checked for a Government engineer's Green stamp. For houses that had no stamp, or had been repaired or painted, it was difficult to make an assessment, so the staff members involved were given some flexibility to use common sense. The best practice was from agencies which hired engineers to re-assess each house, though this took longer and was therefore more costly. For other Implementing Agencies, the staff visiting each house was not technically qualified to assess the risk, but made a best assessment. If families proposed to move into a house with a yellow or red stamp, the Implementing Agency denied the request and instructed the family to find another property.

As time went on, more and more houses were encountered with no stamp at all – either because the walls had been repainted or because an unofficial and technically unverifiable repair had been done by the family. While it was not encouraged, there were undoubtedly some cases where no stamp was visible and staff exercised their judgment, rightly

¹⁶ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti*.

or wrongly, on the safety of the house. Ideally, these borderline calls would be checked by an engineer, but some programs did not have the resources to achieve that.

All programs entailed risk management decisions and some programs made the decision to allow buildings that did not have a green stamp if they ostensibly looked safe. This involved devolving some risk management responsibility on to the families themselves after clear communication on the possible risks. A short film to communicate these risks was created and shown to all beneficiaries of the Government-led 16/6 program (see *Section 7.2 Communication*).

As well as trying to ensure that families move back to safe housing, there was a concurrent, longer-term effort to improve building standards across the construction industry in Haiti. Through initiatives, including the Government-led 16/6 program, newly-established building standards were widely advertised and large-scale training programs were established to train masons and other construction workers on safe housing materials and building techniques.

6.2.5 Identifying and Enforcing ‘Red Zone’ Areas Where No Buildings are Safe for Rental: The Government of Haiti’s UCLBP worked with UN Agencies to produce an environmental risk mapping of key areas of Port-au-Prince. These maps overlaid data on a street-by-street level showing the risk of flooding, landslides and earthquakes. On the basis of these and other analyses, the Government established ‘Red Zones’ of the city where no properties could be rented by families using rental grants.



Clement Belizaire of the UCLBP leads a discussion of two risk maps produced by the Government’s 16/6 Program

6.2.6 Prioritizing Camp by Camp (not Family by Family): In Haiti, a decision was made early on to assess the population's vulnerability and needs using camps as the unit of analysis. In other words, if a camp was judged to be a priority for assistance, 100% the families inside that camp would benefit from a RSCG program.

It proved far easier to analyze priorities camp by camp than family by family. The approach of assisting 100% of families in a chosen camp and thereby being able to close the camp was found to exponentially reduce the logistical and financial costs of RSCG programs.

A small minority of small-scale programs targeted vulnerable families within camps without providing support for other

families in the camp. However, identifying and assisting the most vulnerable among such a large displaced population, almost all of whom were extremely poor, proved difficult, time-consuming and unpopular with camp residents who were not selected for assistance.

6.2.7 Standardizing Vulnerability Criteria: The Government decided to assess vulnerability and prioritize the vulnerable on a camp by camp basis, rather than family by family. The family by family approach was far slower, unfeasibly labor-intensive to assess and was locally unpopular since neighbors in the same camp did not accept the idea of some people in the camp receiving assistance to leave while others were left waiting. The Government and Implementing Agencies therefore drew up together a list of criteria for prioritizing camps. The process of analysis used four measures:

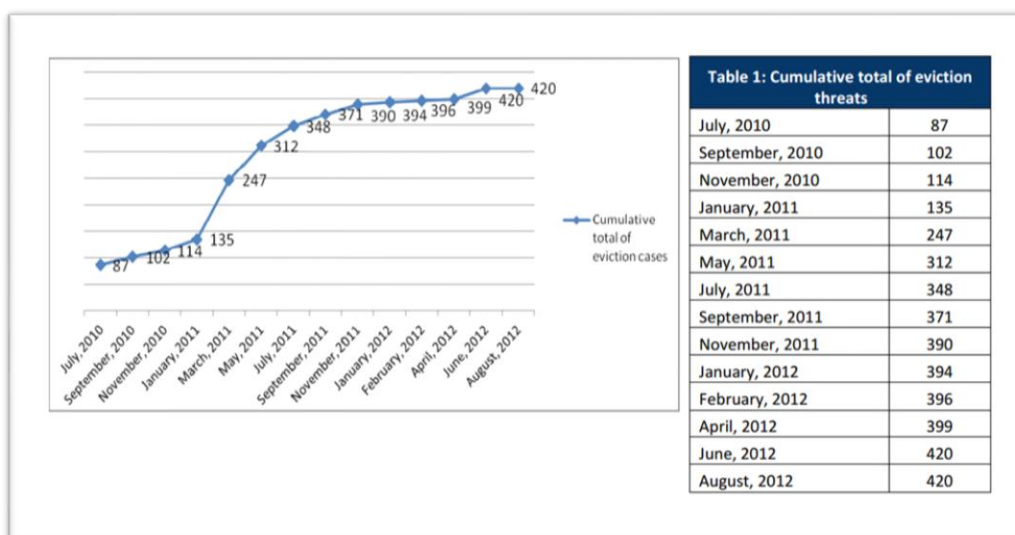
- **Risk:** vulnerability to environmental risks such as landslides and flooding.
- **Security:** level of security risk to the camp population. Initially, some camps were judged to be too dangerous to work in. Later, once the RSCG methodology was robust and large numbers of staff had more training and field experience, it was then possible to bring RSCG programs to larger camps and camps with greater security risks for staff.
- **Public Utility:** camps on public parks were prioritized initially to allow parks to re-open and thereby increase the benefit of camp closure to the population more broadly.
- **Eviction List:** some camps were prioritized because the displaced population was under an elevated threat of forced eviction by landlords.¹⁷

On the basis of a weighting of these four factors, a list of over 100 priority camps was drawn up. The Government encouraged humanitarian agencies and donors to work first in these camps and required Implementing Agencies to seek approval through the UCLBP before starting an RSCG program in any camp.

6.2.8 Preventing Illegal Evictions of IDPs: The decision to prioritize camps under threat of eviction was a sensitive one. There was a concern that if the threat of eviction was one of the criteria used to prioritize camps for closure through RSCG programs, this might encourage landlords to threaten eviction in order to elevate camps on their land to the top of the priority list.

However, the evidence from Haiti points in the opposite direction – illegal evictions from camps were considerably higher before rather than after RSCG programs began to scale up in summer 2011.

¹⁷ The decision to prioritize camps under threat of eviction was a sensitive one. There was a concern that if the threat of eviction was one of the criteria used to prioritize camps for closure through RSCG programs, this might encourage landlords to threaten eviction in order to elevate camps on their land to the top of the priority list. However, some evidence from Haiti points in the opposite direction – illegal evictions from camps were considerably higher before than after RSCG programs began to scale up in summer 2011. (See *Section 6.2.8*)



Source: CCCM/Shelter Cluster Report on Evictions in Haiti August 2012

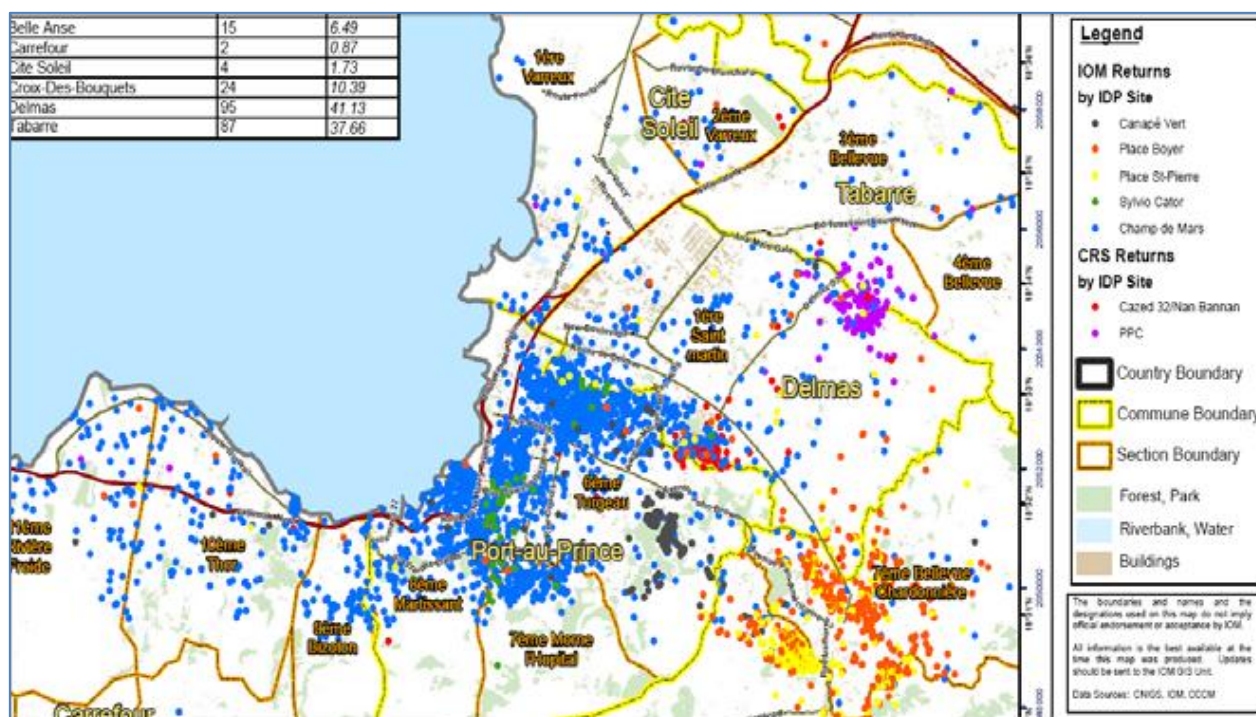
RSCG programs may in fact have helped reduce illegal evictions because they provided a legitimate legal mechanism by which entire camps could be closed. By giving a housing solution to 100% of families in camps, they finally provided a legal mechanism for camp closure which could be scaled up sufficiently to offer the realistic prospect to landlords that their land would be returned through legal means.

Indeed, there were several cases of wealthy landowners who had threatened and carried out evictions on some plots of their land who subsequently approached the Government of Haiti offering to co-fund RSCG programs in order to responsibly participate in a legal camp closure.

6.2.9 Standardizing Data Collection: In order to successfully coordinate, monitor and evaluate the successes and failures of RSCG programs across a city or a country, the Government insisted as far as possible that Implementing Agencies collected and submitted some key data.

The most important data collected was the GPS coordinates of every rental property and the price paid for one year of rent (as discussed in *FAQ 2* in *Section 4 Context*.) This allowed the Government and its partners to manage the possible risk of rental price inflation by tracking average rental prices overall and in specific areas of Port-au-Prince. If average rental prices had ever risen above \$500 USD, the Government and its partners were willing to consider increasing the standard value of the rental support cash grant. However, this did not prove necessary as average rents remained consistently below \$500 USD. In fact, average prices slightly decreased in 2013 compared with 2011 and 2012.

Further study is required to establish whether RSCG programs have stimulated private sector investment in low-cost rental property, contributing to the increase in supply which has allowed prices to remain low despite over nearly 40,000 families moving out of camps into rental housing with the help of RSCG programs.



Map showing location of every property rented by a family through the RSCG program (June 2012)

6.3 Protection and Assistance for the Vulnerable

Given the sensitivities involved in any displacement of large numbers of people, issues of protection are core to any RSCG program. Protection is mainstreamed into all steps of the process, starting with the very first interaction with each family at registration when heads of households are asked if they have any members of their family in need of extra assistance either to access the RSCG program or in general. Health, psychosocial support and protection teams work actively in the camp to assess family needs and either offer direct assistance or refer families to local service providers.

The work of the Protection Teams achieves two goals: Firstly they provide a bespoke service for a small minority of families in order to ensure that 100% of families can access RSCG programs. Secondly, the Protection Teams take care of all unusual and complex cases, which allows the process to be significantly streamlined for all other families to maximize efficiency, minimize waiting times and reduce the overall cost of the program.

Methodology

When implementing RSCG programs, consideration might be given to the following:

- i. During the registration process, families are asked if one or more family members has special needs. After families self-identify during the registration process, a trained Protection Team member then carries out a visit to the family's tent to establish what assistance is required. A tailored solution is agreed so that the family has access to the RSCG program and to any additional services they require. The Protection Team assists families with a wide variety of needs which may include:
 - an elderly family member
 - a family member with reduced mobility
 - a blind family member
 - a family member with an acute or terminal illness
 - a family member suffering from psychological trauma

- single parent families with a large number of children
 - families with children who display risk indicators of malnourishment
 - pregnant women
 - unaccompanied minors
- ii. Families who need assistance are assigned to a trained Protection Team to ensure that they get equal access to the RSCG program.
 - iii. Families with chronic or terminal health needs are referred to a dedicated Health team.
 - iv. Families with psychosocial needs are referred to a dedicated Psychosocial Support team.
 - v. Families in need of women or child protection services are referred to that dedicated team.
 - vi. Assistance continues even after the relocation either in the form of direct support, or through ensuring that vulnerable people are connected to service providers in their new neighborhood.

Challenges to Consider

1. **Finding the right solution for each family takes time and effort:** One of the undeniably expensive elements of the program, but one which is absolutely essential, is that case work is required to adequately respond to the individual needs of each family. Tent by tent, family by family, unique circumstance by circumstance, finding the right housing solution takes time, effort and resources.
2. **Identifying and overcoming impediments for a family completing the RSCG process:** To ensure RSCG programs achieve universal access it is necessary to give extra support to some families. Some of the most vulnerable families encounter impediments to accessing RSCG programs and these impediments must be overcome through personalized care if the program is to succeed in providing even the most vulnerable with a rental housing solution.
3. **Protection issues beyond the RSCG program:** The basic needs of some of the most vulnerable families extend well beyond the need for housing. While RSCG programs cannot address every issue for every family, there is a duty of care to do as much as possible to assist vulnerable families. This can be done directly or by connecting families to third parties who can provide assistance across a range of issues. This may involve offering or connecting to services such as:
 - Training on the rights of the displaced living in camps
 - Replacing lost identity documentation
 - Healthcare support for chronic illness
 - Psychosocial support

HAITI CASE STUDY

Actors Involved in Protection and Assistance for the Vulnerable:

- Affected Population
- Implementing Agency Protection, Health and Psychosocial Teams
- Haitian National Police
- A wide variety of third party service providers including local women's groups; counseling services; women's safe houses; nutrition programs; counter-trafficking organizations; local organizations supporting the elderly.

The work of the Protection Teams in Haiti fell into three categories. Firstly, they provided a bespoke service for a small minority of families in order to ensure that 100% of families can access RSCG programs. Secondly, the Protection Teams managed all unusual and complex cases, which allowed the process to be significantly streamlined for all other families

to maximize efficiency, minimize waiting times and reduce the overall cost of the program. Thirdly, Protection Teams endeavored to provide or find a third party who could provide ongoing services even after the relocation.

1. Ensuring 100% Access

The first role of the Protection Teams is to provide assistance to families with a family member who is elderly, disabled, chronically unwell or psychologically traumatized. One of the simplest, but most important roles of the Protection Teams was ensuring that families understood the process. Despite the best efforts at beneficiary communications, there will always be people who are left confused until a team member personally explains and guides them through the process. This commitment to finding the right solution for each family is the defining characteristic in the Haitian model differentiating these programs from past examples of one-size-fits-all cash transfer programs.

Implementing Agencies specifically trained Protection Teams to accompany families on the visit to verify the safety and suitability of each rental property. Beyond the standard safety checks the team also assessed the property in light of the specific needs of the vulnerable family. For example, some properties chosen by families which would generally have been acceptable were rejected if the family had failed to consider that access was difficult for a disabled family member.

Helping Single Parents: Single parents found it difficult to leave camp in order to search for accommodation because of a lack of child care options. Protection Teams offered to find a property on behalf of families or arranged visits in a larger car which could accommodate bringing the children.

Large Families: The protection team had a budget to assist families with large numbers of children. If the family unit was larger than seven people, a double grant (\$1,000 US Dollars) was given so that the family could find a house large enough to accommodate them.

2. Providing Protection Assistance Beyond the RSCG Program

Even after families had identified a rental property, Protection Team members stayed involved for the time needed to assist vulnerable families with other needs. This was done in some cases through direct assistance, but most often by connecting the family to third parties who provided services such as those described below.

Training on the Human Rights: Some Rental Support Cash Grant and camp closure programs addressed the need for increased rights awareness by training camp residents to improve their understanding of their rights. Heads of households and at least one person in each household who could read and write were offered training on their rights. The training included information on rights in general, the rights of displaced populations, the specific rights of beneficiaries within framework of the camp closure program, and finally their rights as renters in the future.

Replacing Lost Identity Documentation: Working in the camps, the teams encountered a large number of people who lost identification documents in the earthquake, or never owned them to begin with. Families who did not have identification documents and were unable to receive a cash grant from a bank were shepherded through a specialized service by a member of staff. These people were also referred to services run by third party organizations which specialize in helping people get access to Haitian Government identity documentation.

Sexual Health Education and Family Planning: The average age of the population in camps was extremely low, a situation driven in part by a phenomenon of teenagers and other young men and women leaving their family home earlier than was usual before the earthquake and moving into camp in order to live alone or set up home with a girlfriend/boyfriend. As a result, camp populations and RSCG beneficiaries were particularly in need of education on

sexual health and family planning.

Livelihoods and Building Soft Skills: There is a growing recognition of the importance of “soft skills” in helping people to be successful in finding and retaining a paying job. Soft skills increase a person’s capacity to make choices and translate them into desired actions and outcomes. This promotion of increased agency can be especially effective when working with vulnerable populations such as young women in fragile settings.

Through the Adolescent Girl Initiative (AGI) pilot program run by the World Bank and partners in Haiti, young women belonging to households targeted by the Rental Support Cash Grant program¹⁸ receive training in eight core soft skills modules which are specifically tailored to the Haitian context. The topics include self-esteem, professional development and work ethic, civic engagement and leadership, sexual and reproductive health, gender-based violence, disaster preparedness, financial literacy, and living with a disability.

The soft skills training was provided in parallel with technical professional training and a monthly stipend of around USD\$40 to cover the cost of transportation and food. Upon completion of the technical and soft skills training, the young women participated in a one-month long internship in a company to further refine their skills and boost their professional experience to facilitate entry into local labor markets.

Early results of this limited pilot suggest that adding soft-skill training to traditional technical training led to higher satisfaction and well-being measurements as well as a three-fold or four-fold reduction in drop-out rates.

Health and Psychosocial Support for the Vulnerable: As part of the Government-led 16/6 Program, IOM Health Team staff worked in camps providing health services including: preventive health; health education and information; medical assistance; and psychosocial assistance to families identified as particularly vulnerable through the camp closure program.

Health and Psychosocial teams were present from the start of the registration process reviewing each family’s application to identify vulnerable families and later working pro-actively in camp to identify any other vulnerable families. Once vulnerable families had been identified, they were assessed by qualified staff able to recognize psychological distress symptoms, as well as identify people who might require additional assistance to find a new home such as the elderly and those with chronic disease.

After the distress of the earthquake, many camp residents had very real fears about moving back into a permanent structure. The idea of sleeping under a concrete roof was terrifying to many people who had lost family and friends, or been trapped themselves in the rubble. Psychological support groups helped individuals to process and mentally and emotional prepare for a return to permanent housing structures.

The health team provided medical consultations, wound care and referral to medical facilities including through transportation allowance, medication and payment for laboratory tests. For a very limited number of beneficiaries (fewer than 1%) medical insurance could be provided.

The team was also able to provide non-food items (NFIs) such as mosquito nets, blankets, mattresses, solar torches, hygiene and kitchen kits, mops and chlorine water purification tablets to the most vulnerable families.

¹⁸ The AGI program was coupled with a RSCG program through a World Bank funded project targeting displaced populations in the Petion Ville Golf Club Camp in Delmas, Haiti.

Families who required it received some form of psychosocial assistance, either one to one or as part of support groups created for camp residents. Through RSCG programs, hundreds of families have received some form of psychosocial support and a number of the most acute patients have been referred for treatment at a local psychiatric center.

Using RSCG Programs to Improve WASH: RSCG programs can provide a framework upon which complementary programming such as increased access to WASH facilities can be built. In Haiti, given the cholera outbreak, it would have been particularly desirable to return families to homes with access to water and sanitation. Ideally, access to WASH would have been one of the eligibility criteria for the rental properties. Yet, this integration of WASH and RSCG programming was rare. WASH activities were already underway before RSCG programs were instituted and were often focused on camps, rather than areas of return.

However, there were small-scale examples of successful RSCG programs such as the IOM program for Jean-Marie Vincent camp which included the building, repair or retrofitting of latrines at or close to rental homes chosen by families. With better coordination between RSCG and WASH actors, programs to improve WASH could usefully be included in RSCG programs from the start in future emergencies.

3. Increasing Overall RSCG Program Efficiency

Protection activities were essential in and of themselves to ensure access for all. However, when used strategically, the protection activities described above also proved extremely successful in creating greater speed and efficiency for the program overall.

By identifying families in need of extra assistance early in the process it was possible to provide them with bespoke services through a dedicated team. This helped individual families with special needs, and allowed the Implementing Agencies to streamline the main RSCG process for all the families which did not have special needs.

For example, when IOM began implementing RSCG programs in Haiti in 2010, the wait time for each beneficiary was four weeks between filling out the application form and moving into a new home. By June 2013, the process for families receiving special treatment from the Protection Team was 18 days. This allowed the team to streamline the process for all other families and reduce the same process to an average seven days.

Providing a Feedback Loop to Help Implementing Team Understand Beneficiary Concerns: Finally, it is worth noting that Protection Team members, through their conversations with the most vulnerable families in camps, had the most contact with beneficiaries. Protection Team members provided an essential feedback loop to make the program management team aware of problems or beneficiary concerns.

6.4 Grievance and Appeal Procedures

There are weaknesses to any beneficiary registration process, no matter how well-planned and executed. Even if every possible precaution is taken, there will always be cases of families who were longstanding residents of a camp, but who for quite legitimate reasons were not in the camp on the morning of the registration. As a result, Grievance and Appeals mechanisms are essential to give families the chance to plead a case and dispute their exclusion from the Beneficiary List.

The absolutely essential feature of any Grievance and Appeals process is that, wherever possible, Government authorities rather than Implementing Agencies should be responsible for distinguishing cases of families in genuine need from those who are seeking to benefit fraudulently.

Methodology

When implementing this element of RSCG programs, consideration might be given to the following steps:

- i. The Grievance and Appeals Process begins as soon as the Beneficiary List is published in a public place after the registration process. (For a detailed description of the process of creating this initial list, see *Section 5.1 Registration*.)
- ii. Families who are not on the registration list and wish to appeal their case can sign up at the designated office for Grievance and Appeals.
- iii. A deadline is set for all applications and clearly communicated in the camp.
- iv. The Grievance and Appeals decision process will ideally include input from local government, central government and the Implementing Agency with staff in the camp.
- v. After the deadline has passed, an Arbitration List is published showing all families who are not on the Initial Beneficiary List but are now part of the Grievance Process.
- vi. The Implementing Agency interviews the family, helps them to fill out a standardized form detailing the circumstances of the appeal and documenting any evidence.
- vii. The Implementing Agency makes an initial recommendation.
- viii. All paperwork and evidence are sent to the appropriate central and local government representatives.
- ix. If there is a disagreement or any outstanding questions, the case is discussed in a meeting of all members of the Grievance and Appeals team (Central Government, Local Government, Implementing Agency).
- x. The team makes a final decision.
- xi. The Arbitration List is republished with the decision for each family marked.
- xii. An Agency member of staff informs each family individually of the decision.
- xiii. A new Final Beneficiary List is published which now includes those families whose cases were successfully appealed.

Challenges to Consider

1. **Criteria for Inclusion and Exclusion from the Beneficiary List:** Creating a final beneficiary list can be an overwhelming challenge. This is particularly the case if RSCG programs are being set up in camps in a dense urban setting where camps have porous borders, people move in and out freely and where it can prove very difficult to distinguish between, on the one hand, the urban poor and, on the other, families who were actually displaced by an emergency.
It is essential that all stakeholders agree in advance on the criteria for inclusion and exclusion. Ideally, these criteria should be publicly displayed in the camp.
2. **Communicating with Every Family:** It is the job of the Implementing Agency and the local authorities to ensure that every individual who appeals should have their decision personally communicated to them. In the case of a rejected appeal, it is essential that each person is provided with the reason that the decision was made.
3. **What Happens to Those Whose Appeals for Inclusion are Rejected:** The most sensitive moment in a RSCG program is often the moment at which the camp is almost entirely empty because all families on the Beneficiary List have left. It can be the case that there are families who had their appeal rejected (for any one of the reasons above) but who still refuse to leave camp. At this point, it is likely the case that these families are now illegally occupying the land in the eyes of the law. As a result, legal proceedings will be initiated by the local authorities to remove the family and their tent. Implementing Agencies have no jurisdiction, but may in some cases choose to be present as observers to document that the legal eviction takes place in accordance with legal norms and human rights standards.

HAITI CASE STUDY

Actors Involved in Grievance and Appeals Procedures:

- Affected Population
- Mayor
- UCLBP
- Implementing Agency
- Justice of the Peace
- Department of Civil Protection
- Police

To give an indicative idea of the numbers of families using the Grievance and Appeals mechanism in Haiti, below are the figures from the grievance process which was set up as part of the RSCG program which helped every family in one of Haiti's largest camps, Champs de Mars.

- **4,684** families were registered in Champs de Mars and their names published on a Beneficiary List at the start of the program. By the end of the program all these families had left the camp after receiving assistance to find rental accommodation.
- **215** families initially excluded from the Beneficiary List registered their case with the Grievance and Appeals process. Of those,
- **180** cases were rejected after arbitration by a joint team including the Mayor's Office, the UCLBP and the Implementing Agency IOM.
- **35** cases were accepted. These 35 families were added to the Beneficiary List and were then assisted as normal through the process to find rented accommodation.
- **16%** of families who registered their case with the grievance process were granted access to the program.

Government Leadership of the Process

In Haiti, after several iterations, it was found that the most successful organizational structure for the Grievance and Appeals process involved three complementary organizations working together: The central Government's Housing and Reconstruction Unit (UCLBP), the Mayor and the Implementing Agency.

Role of the Mayor's Office: As the elected local representative, the Mayor was accepted by the population as an appropriate final arbiter on each family's eligibility for the RSCG program. Seven Mayors governed areas of the city of Port-au-Prince where substantial displaced populations were being assisted using RSCG programs. As a result, each Mayor's office needed separately to build capacity and assign staff to take on the responsibilities required.

Role of Central Government - Building Capacity to Manage the Grievance Process: Recognizing the financial and staffing challenge this represented for each Mayor, the UCLBP hired staff and built a central capacity to deal specifically with the grievance and appeals process. These staff members had hands on experience of successfully running the grievance process for the Champs de Mars program and were therefore perfectly placed to offer capacity-building support to Mayors' offices.

Criteria for Inclusion: Balancing a Systematic Approach with Common Sense Flexibility

The criteria for a successful application through the process of mediation were relatively strict, but were not 100% fixed in order to empower the grievance and arbitration teams on the ground to make common-sense decisions.

In general, families had a better chance of success in the arbitration process if they had a registration card showing that they had been present for previous registrations in the months prior to the final registration. These families had at one time been living in the camp, but were not therefore present on the day of the registration. These families were required to provide a feasible explanation for their absence on the day of the registration. Some families were also asked, as part of the process, to show the tent where they currently live in the camp since it is relatively easy to tell with

a practiced eye if a tent has only recently been occupied or has been occupied long term.

A degree more flexibility was shown for particularly vulnerable families (such as the handicapped). To take one example, there was a family in Champs de Mars camp with a large number of children who were quite obviously malnourished. Even though this family could not prove that they had lived in the camp prior to the registration, the decision was made to include the family in the program given their severe level of vulnerability.

Ineligible Families

The most difficult aspect of the Grievance Process is dealing with families whose appeals were not successful. These are people who have been found to not truly be resident in camp who were attempting to fraudulently benefit from a RSCG.

The tents occupied by these families are marked with paint and notice is formally served in writing that the tent must be dismantled and vacated. The official notice paperwork delivered to each family includes:

- The reason for the rejection of the appeal.
- The stipulated timeframe within which the tent must be vacated.
- Options for further legal recourse against the administrative decision taken.

Legal Eviction Procedures

The vast majority of families were willing to accept the final decision of the Mayor on their appeal for inclusion in the RSCG program. In a small minority of cases, the judiciary and police finally became involved in enforcing a legal eviction procedure. The eviction process followed the legal norms and standards established in the 2004 legislation, *PORTANT SUR L'organisation et Le fonctionnement des COMMUNES*.

As part of building capacity, the UCLBP organized special refresher training on the legal process of eviction for Mayoral staff and staff from the Department for Civil Protection. This formed part of the broader training on the Grievance and Appeals Process.



Grievance and Appeals: Training of Mayoral Staff Organized by UCLBP and IOM

7. Operational Implementation

To give a full explanation of the RSCG process, this section details the operational steps involved. For each step, there is a recommended **methodology**, an indication of **challenges** to consider and a detailed **case study** based on the Haiti experience where this methodology was developed.

7.1 Registration and Establishing a Beneficiary List

Once the decision has been taken to implement a RSCG program in a particular camp, the first challenge is to establish which families are genuinely resident in the camp, legitimately in need and eligible for assistance. Given the financial incentives on offer, some families from the surrounding area are likely to attempt to make the false claim that they live in camp. This is particularly challenging in the middle of densely populated urban areas where camps can be ill-defined with porous borders and many access points enabling a constant flow of people in and out.

Methodology

When attempting to produce an accurate list of the families actually living in a camp, consideration might be given to the following steps which have been developed iteratively in a number of country contexts:

- i. Registration is not announced in advance. It takes place before dawn to ensure surprise and to minimize the possibility that camp residents have already left for work. Starting before dawn also minimizes the chance of erroneously registering people who are not camp residents but who might seek to fraudulently claim residence.
- ii. Security is provided by local police or appropriate Governmental forces.
- iii. To the extent possible, the camp is cordoned off so that people from the surrounding neighborhood cannot enter. This is almost invariably a challenge in an urban context because the porous borders between camps and neighborhoods are blurred.
- iv. Once inside the camp, registration teams move as quickly as possible from tent to tent. These mobile teams do not record names or any other details. Instead, for speed, the teams wake up families and give the head of each household a wristband and numbered registration card.
- v. Every head of household is then asked to report to a registration station just outside camp where a full registration takes place.
- vi. The names and ages of every member of the family are recorded along with neighborhood of origin and other demographic data. For an example of the categories of data useful to collect, see *Annex 1. RSCG Registration Data Collection Spreadsheet*.
- vii. During registration, each family is asked to self-identify if there are any protection needs for one or more family member. A member of the specially-trained Protection Team is then sent to their tent at a later date to interview the family and identify any protection or special assistance needs. (For details, see *Section 6.3 Protection and Assistance for the Vulnerable*.)
- viii. After all families with wrist bands have been registered, a full Beneficiary List is published by the Mayor's office.

Publication and Validation of the Beneficiary List by Local Authorities: To secure support among the population, it is critical to do everything possible to make the program transparent, fair and publicly perceived as fair. A prerequisite is for the responsible member of local government to publish the list of beneficiary families in a public place. The government must also play the lead role in providing a fair and transparent Grievance and Appeal process to provide for families who feel they have been unfairly excluded from the RSCG program. (See *Grievance and Appeal Section*.)

Challenges to Consider

1. **Registration Comes before Communication:** If people hear in advance that a RSCG program will be starting in a camp, the number of people living in the camp will likely increase considerably. Non-residents move in from houses in the surrounding area with hopes of being registered as IDPs and therefore receiving a cash grant. As a result, registration is done without warning or prior consultation. This surprise approach can cause frustration, anxiety and confusion in camps and in surrounding communities.
2. **Creating a Pull Factor into Camps:** Even after registration has taken place, there can be a considerable pull factor towards camps where people know an RSCG program will take place. Many camps see an increase in population after an RSCG program is announced, even if communication teams are stressing that only those present during the registration will be eligible for support.
3. **Camp Committees and Other Powerful Interests:** Problems with the beneficiary list can be especially acute if powerful people such as camp committee members are found to live outside the camp and are therefore excluded from the list. This is why it is critical that a local government authority (rather than the Implementing Agency) is the final arbiter of who is and who is not on the beneficiary list. (See *Section 6.4 Grievance and Appeals Process*.)
4. **Leadership from Local Authorities on Creating Beneficiary Lists and Grievance and Appeals Processes:** The success of RSCG programs is incredibly dependent on the willingness of local authorities to make the hard decisions on who is and who is not eligible to be on the beneficiary list. If local leadership is not strong, there are considerable risks to the success of the program. If local authorities are too lenient in the Grievance process, there can be severe budget issues for Implementing Agencies which find they have far more beneficiaries than initially expected in each camp.

HAITI CASE STUDY

Actors Involved in Registration:

- Affected Population
- Mayor's Office
- Department of Civil Protection
- Police
- MINUSTAH Peacekeeping Forces
- RSCG Implementing Agency

Developing New Technology

In response to the extraordinary task of registering tens of thousands of families and subsequently tracking them through the process, teams in camps developed new methods using the latest technology. Innovations included using computer-programmed drones fitted with digital cameras to get detailed maps of camps to help plan registration activities. Some Implementing Agencies also experimented with making grant payments via the mobile phones (see *Section 5.4 Cash Payments*).

The innovation which most revolutionized the process was design of bespoke smart phone applications which could be used by staff in the field to instantly locate, browse and update an individual's records.



IOM's smartphone application was used to access and update databases remotely by teams all across Port au Prince .

Using Data to Drive Efficiency: Once staff in different teams working in different locations could feed the Data Management team real time information on daily activities, this allowed the Program Management Team to grow the team and drive considerable economies of scale. For example, when IOM began RSCG programs in 2011, for the first six months, the team was able to help 150 families per week to relocate from camps into rental properties. By June 2013, the IOM team was able to relocate 2,500 families in a month with an average family's wait time reduced from four weeks to one week. This efficiency was driven by a combination of good data management and streamlining processes with help from the Protection Teams. (See *Section 4.3 Protection*)

Early Registration in Small Camps: Initially in 2010, Implementing Agencies working in small camps (around 200 families or fewer) developed registration methods based on getting to know every family over time. Some agencies had success in clarifying which families were really living in the camp by doing multiple registrations, or by taking lists of residents through distributions and other activities in camp.

One of the first programs involving Rental Support Cash Grants was implemented in Camp Oscar by Concern Worldwide. This camp had the advantage of being relatively small (192 families) and having a strong camp committee who took an active part in the process, helping to establish an accurate beneficiary list. One member of the committee was hired to work as part of the team verifying application forms and highlighting those which came from families who did not live in the camp.

While the approach in Camp Oscar was successful, it was not possible to replicate the same methodology in other camps. The approach in Camp Oscar relied on three factors which were not common in other camps: the Implementing Agency worked in the camp every day for one year as to develop strong community relationships; there was strong leadership from the camp committee; and there was no insecurity.

Registration in Large Camps: To work at larger scale, the RSCG programs in Haiti required a robust registration methodology which could be replicated across all camps regardless of their size or level of insecurity. The Standard Registration Methodology detailed above in steps i to viii was developed from 2010-2013 through cooperation between the Haitian Government and Implementing Agencies.

Example of Registration Process - Champs de Mars Camp (4,600 families)

Goal: The goal was to register the name of every head of household, the names, ages and health status of every member of the family and a variety of other contact and identification details.

Challenges: The ‘camp’ known as Champs de Mars in fact comprises 11 separate camps with porous borders, spread over six or seven city blocks, dissected by major roads with hundreds of points of access in and out of the camp. This camp was also a known security “red zone” with heightened security risks.

The process of filling in the form with each head of family takes around ten minutes, so more than a day and a half was required to register all the families in camp. That delay left the opportunity for hundreds more people to enter the camp and pose as residents during registration.

Team: 50 staff of the Civil Protection Department of the Haitian Government, 20 staff of the Port-au-Prince Mayor, dozens of Haitian National Police, 50 UN Peacekeeping troops and over 150 IOM staff working as part of the Government’s 16/6 program.

Technique: Given these challenges, the technique used involved using the element of surprise and moving quickly from tent to tent at 4am while families were asleep. The teams only paused briefly at each tent to issue the head of each family with a registration card and a plastic bracelet. The team member then asked the head of household to come later that day to register in full at one of five color-coordinated registration sites set up in areas in and around the camp.

Planning the Teams’ Route Through the Camp: In order to ensure full and efficient coverage of the camp by the team during registration, aerial and/or satellite imagery of the camp was used in advance to organize the paths and establish areas of responsibility for each team.

Follow Up: At a later date within the next week, a team member marked every tent in the camp with a unique number and re-verified the details of the family living in that tent.



Satellite and drone imagery of Jean Marie Vincent Camp was analyzed by IOM to count the number of tents and divide the camp into areas of responsibility for the teams on the ground in preparation for the morning of the RSCG program registration



IDP residents of the Camp Terrain Accra site line up to be registered by IOM
Photo Credit to IOM

Publication and Validation of the Beneficiary List by Local Authorities

In Haiti, it was often the case that the most successful and efficient programs were those which benefited from the strongest leadership and accountability from the elected Mayors. The Mayor's office was the final arbiter of whether a family was accepted or not into the program. Mayors, having made the decision on each family, then publicly published the final list of beneficiaries at the Mayoral offices, as well as then actively lead the grievance process for families who were not included on the initial list. (See *Grievance and Appeals Procedure Section* for more detail.)

Evolving Methods to Guard Against Illegitimate Claims of Camp Residency

After a certain amount of time, the population of Port-au-Prince became familiar with the registration methodology. Some people attempted to illegitimately register for RSCG programs by counterfeiting the wrist band and registration card handed out during the first moments of the registration process (step iv in the process described above). Using scanners and color printers and matching the paper type, sophisticated forgeries were made and successfully used to illegitimately gain access to cash grant programs.

Given the size of the cash grant given to each beneficiary family, any duplication of registration cards and inflation of beneficiary figures was extremely costly. To combat this problem, the Government developed a simple, inexpensive methodology which ensured that registration cards could no longer be duplicated.

The Government provided their project team with newly-printed, sequentially-numbered Haitian bank notes. The notes were of the lowest denomination 10 Haitian Gourdes (worth around 25 US cents). Every registration card handed out during the registration process was stapled to a Haitian bank note and marked with the same serial number. Attempts to photocopy or otherwise reproduce the registration cards were now useless because the forger would also need to counterfeit currency with a matching serial number.



The Registration Card above could only be redeemed if accompanied by this bank note with serial number L6268891

7.2 Communication

In order to meet the norms and standards required when moving populations, it is fundamental for RSCG programs to ensure that each family makes a voluntary and informed choice to move out of the camp and back into the neighborhood. This is only possible if major time, effort and resources are invested in communication activities.

All RSCG programs must strike a balance between investing in both mass communication and one-to-one communication. In order for RSCG programs to be successful, all residents of camps must understand and voluntarily participate. Specifically adapted, culturally appropriate communications including material specifically adapted for the illiterate are essential.

In post-emergency displacement contexts, it is particularly necessary to focus on two-way communication in order to receive feedback from the affected population. This feedback is essential to improve the appropriateness of the programs to the needs; to provide a mechanism for accountability; and to facilitate conflict resolution – both conflicts within the population and conflicts between the population and those assisting them.

Methodology

When designing and implementing a RSCG program, it is important to consider which methods of communication will be the most effective. A variety of messages will be conveyed during the program cycle, and in each case, choosing the right channel is important.

- i. **Two-Way Communication** is essential to ensure every family understands the program sufficiently well to participate. This involves training camp-based staff to work one on one or in small groups with families.
 - Community mobilizers
 - Public meetings
 - Information kiosks
- ii. **Mass Communication** channels should be used at the start of the program in each camp. The goal is to introduce people living in each camp to the basic concepts of RSCG programs before and in parallel with the personal interactions described above.

- Newsletters
- Cartoon newspapers for the non-literate
- Radio broadcasts
- Short informational films shown at public meetings

Adapt and Target Communication Content

Regardless of the medium chosen, it is essential that the messages disseminated are simple, clear and suitably adapted for the audience in the camps. Messaging in neighborhoods of return is also an important activity which helps mitigate the risk that returnees are stigmatized or not accepted in their neighborhood of choice.

Communication messages may include:

1. The basic goals of the program:
 - Housing support is available for every family registered as living in this camp.
 - Every family can choose a house to rent in the neighborhood of their choice.
 - Financial support will be given of up to \$500 USD for one year of rent.
 - If the rent in the chosen property is less than \$500 USD, the family “keeps the change.”
2. The steps each family needs to take before coming to the project implementation team:
 - Identify a house which is structurally safe and located outside of identified environmentally vulnerable “risk zones.”
 - Negotiate with the landlord to fix the rental price for one year.
 - Agree on a time for the project team to visit the property when the landlord will be present to sign the contract and verify the safety of the building.
3. The rights of each participating family such as:
 - Where to access further information or ask questions.
 - How to get access to the Appeals and Grievance mechanism to register a grievance of any sort.
4. The responsibilities of each participating family:
 - To vacate the camp and dismantle the tent within one week of the payment being received by the landlord.
 - To remain in the rental property for one year and not return to the camp.

Challenges to Consider

1. **Communication Cannot Begin in a Camp until the Registration Has Already Taken Place.** Since the registration process is not announced in advance, it can leave some camp residents surprised, anxious and confused. RSCG communication teams need to be aware that they will be always be starting their work after the population has been through registration and after some people who had hoped to benefit have been excluded from the beneficiary list. As a result, communications need to start during and ramp up immediately after the registration in order to address and overcome any confusion and frustration.
2. **Rumor:** As in any program, rumor and misinformation have the potential to cause difficulties for teams implementing RSCG programs. This can prove particularly problematic because programs which involve cash or displacing camp populations are highly visible and are therefore often the subject of press attention. Discussions of the program by third parties in the press may result in the dissemination of false information, causing complications for project implementing teams.
3. **Literacy Rates:** RSCG programs involve multiple steps and require beneficiaries to actively participate in ways which can be quite confusing. Communicating the rights and responsibilities of beneficiaries is further complicated if large numbers of the target population are unable to read communication material.

4. **Coordination of Messaging:** The high profile nature of RSCG programs and the need for highly visible communication can prove challenging. Firstly, communication can become confusing if two agencies are implementing programs in camps close to one another. Secondly, given the need to use mass communication media such as radio, there can also be problems of overlapping, or confused messaging between agencies working in different parts of the city.
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HAITI CASE STUDY

Actors Involved in Communication:

- Affected Population
- Implementing Agency
- Central Government
- Mayor's Office

The diverse tools developed in Haiti have proven to be among the most innovative and exciting elements of RSCG programs. In Haiti, the most important aspect of the communications strategy involved adapting to the country's strong oral tradition. The telling and re-telling of stories is an essential part of the culture, so teams needed to adapt messaging to suit oral re-transmission.

Government Leadership in Communication

Given that RSCG programs were implemented in Haiti by multiple actors, ranging from Government departments to international aid agencies, the coordination of communications became critical. The Government's Housing and Reconstruction Unit (UCLBP) took an active role in standardizing some key communication materials. The UCLBP encouraged implementing agencies to use consistent messages and to use the same visual material to create a consistent visual signature for RSCG programs. Each implementing agency's logo and the camp name could be imposed on the same posters and leaflets so that the programs could be consistently explained and communicated across a variety of camps and neighborhoods.

The Challenges of Haiti's Rumor Mill

Perhaps as a byproduct of the strong story telling tradition, there was an extraordinarily high incidence of false rumor and misperception of the RSCG programs and many other humanitarian and development programs. Rumor is so powerful a part of the culture that passing information (true or false) is commonly said to be quicker via the rumor mill known as "Tele Haiti" than by telephone or television.

Unreal though they were, these rumors had very real consequences. For example, there were incidents of the populations of entire camps initially refusing to participate in RSCG programs because of the incorrect rumor that anyone who signed up would be denied any future chance of receiving a US Visa. Addressing the problems caused by this sort of rumor and misinformation was a particular challenge which required coordinated effort by Government and Implementing Agencies. It was essential to use both two-way and mass communication activities:

Two-Way Communication

In *“Let them Speak”*, a 2011 report written about communication with disaster-affected communities after the Haitian earthquake, the authors correctly stressed the importance of two-way communication; the necessity to engage in conversations, not passive messaging. It is essential to offer the chance for an interactive dialogue with those in camps and surrounding communities. RSCG Programs adopted this approach in a variety of ways:

- By hiring community mobilizers to work in camp answering questions;
- By meeting regularly for discussions with camp residents and camp committees;
- By setting up information kiosks inside the camps and neighborhoods of return;
- By creating a telephone hotline based in a call center to answer questions.

The Importance of Community Mobilizers: There is no more effective way of getting messages across than through the work of well-trained, motivated community mobilizers. Repeated interactions between beneficiary families and trained staff who were able to explain, answer questions and re-explain the program were consistently shown to be the most effective communication tool. Using the capacity of local people to communicate during the long, hot Caribbean days with their fellow Haitians was the clearest way to engage the population in two-way communication and thereby increase understanding of the program.

Mass Communication

As Rental Subsidy Cash Grant programs moved up in scale, effective mass communication with beneficiaries and the general public became essential. While community meetings and one-to-one interaction is ideal, it is one thing to communicate complex ideas to 200 families, and quite another to be faced with the challenge of communicating the essential elements of a program in a camp like Champs de Mars with 4,600 families. With just over 17,000 people in the camp, organizing one-to-one discussions with each family was only possible once the family was already engaged in the process of renting a house, not in advance. Hence the importance of the following mass communication methods:

Newsletters: J/P HRO distributed newsletters in the Petionville Club Camp on a regular basis to communicate critical information. This tool was used to educate the population at-large about relocations of certain sections of the camp and to dispel rumors about the relocation process.

Text Messages: Through the registration process, agencies were able to collect the mobile telephone number of every head of household in the targeted camp. Although residents of camps were generally among the poorest people in society, an overwhelming majority owned a mobile phone and were able somehow to keep it charged some of the time. As a result, mobile telephones proved extremely useful for targeted, direct communication between the program and the beneficiaries. For example, text messages were used to notify families and landlords when their cash transfer became available at the bank. Any beneficiary who did not collect their cash grant within a few days received further messages making them aware of the two week deadline at the bank.

Cartoon Newspapers: Given the low literacy rates of the population, cartoon style stories distributed for free to camp populations proved very effective for communicating on a range of subjects. Hundreds of thousands of copies of the comic newspaper *Chimen Lakay* (*The Road Home*) were distributed on subjects such as cholera, gender-based violence and hurricane preparedness. *Chimen Lakay* quickly became the publication with the largest circulation in Haiti. Using the same model and the same central character, an edition of *Chimen Lakay* was produced to explain the RSCG program.



First edition of a Creole language newspaper *Chimen Lakay* specifically adapted to low-literacy targeted groups, currently used a standard IOM communication tool on a variety of topics Photo Credit to IOM

(For more examples of Chemin Lakay, see: <http://www.flickr.com/photos/haitilense2010/sets/72157625281918285/>)

Short Films Shown at Public Meetings: Screening movies in or near camps was a highly popular initiative, which provided agencies with the opportunity to screen public information messaging. This approach was adapted as a tool to help families in the target camps understand RSCG programs. The key to increasing understanding was to adapt to the Haitian audience by using comedy, fun characters and a simple sense of narrative to tell a story about one family who was leaving a camp.

In this example video, *Let's Go Home*, Sandra and her husband Marcel discuss their choice of housing option and the importance of choosing a rental property which was assessed by the Government as safe.

<http://www.youtube.com/watch?v=c4l0AQWPnL8>

All the short communication films made that star Sandra discussing in comic ways the following subjects, are available on the IOM Haiti YouTube channel:

- Helping families understand the Yellow House repair program;
- Sensitizing families on the special needs of vulnerable family members when choosing rental accommodation;
- Helping people understand the nature of the 16/6 program in general;
- Telling the story of a much-improved area in Cite Soleil called La Difference. This film promotes the need for self-sufficiency and concerted action from communities to improve their own situation, without waiting for external support.

Soap Opera / Situation Comedy - "Tap Tap": The very noticeable cultural difference in how Haitian audiences reacted to the different film styles was central to the decision to hire a Haitian film maker to produce a more ambitious product – a two episode pilot of a soap opera or situation comedy.

Funded as part of the Government's 16/6 RSCG project, the Tap Tap films had a broader goal than specific messaging only on camp closure or RSCG programs. Tap Tap was intended to convey positive images of Haiti; to show the color and diversity of the country. The first episode tells the story of a positive interaction which changes the perceptions of a self-employed businessman who has negative preconceptions about people living in camps. Finding himself stranded, he is helped by an honorable man who has been forced to live in camp since the earthquake.

Noted for its production values and shown repeatedly on Haitian National Television, as well as through new media and mobile phones, Tap Tap was an interesting experiment attempting to weave program messaging and communication into a narrative while also examining broader issues in contemporary Haitian society.

(Tap Tap is available to view with English subtitles online <http://haititaptap.org/>)

7.3 Choosing a Rental Property

The communication team's aim is for all camp residents to understand the process and to make an informed decision about whether or not to participate in the RSCG program. All families on the published beneficiary list have the right, but are not compelled, to participate in the RSCG program and must voluntarily choose to sign up.

This step in the process involves each family working individually with an Implementing Agency staff member to visit the chosen property, ensure it meets certain safeguards and sign a formal contract with the landlord.

Each family has the right to choose any house to rent, in any area of the city or country. To every family, the same fixed dollar amount is available – an amount standardized by the Government based on average rental prices in low-cost private sector housing for a one year lease. If families choose to rent a more expensive property, they can make up the shortfall from their own funds. If families choose to rent a less expensive property, they “keep the change”.

Methodology

Once a family chooses to participate in the RSCG program, there are several steps for them to understand and navigate before they are able to leave the camp.

- i. **Find a rental property:** The families interested in participating are asked to find for themselves an available property in the neighborhood of their choice.
- ii. **Fill out an application form:** When filling out an application form, each family provides the location of the property and contact details for the landlord.
- iii. **Safety verification visit with Implementing Agency staff member:** Each family accompanies a staff member for a visit, during which there is a necessary process of verification. The house (or room) chosen must meet safety standards (see below). Also, the purported owner's right to rent out the property is verified and witnessed by neighbors.
- iv. **Sign contract:** Once these standards have been met, GPS coordinates are taken and a standard contract is signed between the landlord and beneficiary family.

Challenges to Consider

1. **Safety of Rental Accommodation:** In developing nations, and particularly in dense, urban settings, the quality of low-cost accommodation can often be questionable. If building standards do not exist, or are not routinely followed, this can lead to complex issues of ethical and legal responsibility for the safety of families moving into rental accommodation. RSCG programs must endeavor to ensure that families are not at risk in their new accommodation. At the same time, it may not be financially or logistically possible for every property to be given a technical examination by an engineer as part of the RSCG program. (See *Haiti Case Study* below for more.)
If there is sufficient time, funding and technical capacity, it would be ideal to technically assess each prospective rental property, and to run large-scale retro-fitting and technical assistance programs in the communities of return. These retro-fitting and technical assistance programs should be available not only to families leaving camps, but also to families living in unsafe housing in the communities of return. The most efficient approach is not to directly link the RSCG and rebuilding programs, but to run these programs independently with one focused on ensuring camp residents move into safe housing, and another focused on raising the standard of all housing in the neighborhood of return.
2. **Standardization of the Cash Value of the RSCG Across All Agencies.** Confusion or anger among camp populations is a risk unless there is standardization of the package of assistance being offered by all Implementing Agencies. If one agency is offering more support – either financially or through additional benefits – camp populations may refuse to participate in an RSCG program with Agency A if they have heard that they can receive more support from Agency B. Coordination of all agencies led by Government is essential, as discussed in Chapter 4.1.
3. **Inflation in the Rental Property Market:** There is a risk that large-scale intervention in the rental market by Implementing Agencies backed by Government and international donors may cause an increase in prices in the rental market. To combat this risk, it is essential to:
 - a. Empower camp residents to find their own property and negotiate the lowest price possible. This is why it is essential to allow families to “keep the change” if they choose to rent a property for a price lower than the value of the RSCG.
 - b. Allow camp residents the option to keep 100% of the RSCG even if they choose to move into the home of family or friends (host families) where they are not required to pay rent.
 - c. Collect and monitor data on the rental price paid by all families leaving camp to track price increases or decreases. Average prices should be tracked both overall and in each area of the city to which camp residents are moving.

HAITI CASE STUDY

Actors Involved in Choosing a Rental Property:

- Affected Population
- Implementing Agency
- Ministry for Public Works Engineers

Each family involved in an RSCG program in Haiti was given a standardized \$500 USD of rental support. If the family chose to rent a house costing more than \$500 per year, they were free to supplement with their own income. If the family instead chose to make a saving, they were free to negotiate a lower price and “keep the change”. People were therefore empowered to make the best financial choices for their family.

Freedom to Choose the Right Housing Solution: Families were free to move anywhere and their choices fell broadly into three categories:

- Families who entered into a **formal rental agreement** with a house owner. (This category represents the overwhelming majority of cases.)
- Families who moved in with a **host family** (family or friend). The financial assistance has been broadly termed rent, though in the case of a beneficiary moving back into a parent's home, the family may have come to an informal arrangement about how the funds were divided.
- Families who moved out of Port-au-Prince and **back to the provinces**. These families were assisted to leave the city in keeping with the effort of decentralization. Once arrived at their chosen destination outside Port-au-Prince, these families either used the received funds to rent or moved in with a host family.

Combating Rental Price Inflation: Given that over 90% of families chose to move into formal rental agreements with private sector landlords, one key concern raised in the program design stage was that if the Haitian Government and big international donors were seen to be involved in renting property, there would be a spike in rent prices.

To limit as much as possible this potential rental inflation, the natural self-interest of each family was engaged as a tool. If the rent negotiated was \$400 – the family received the remaining \$100 in cash to spend as they deemed most appropriate for their family. Some families spent the remainder on food, education or household improvements. Others, no doubt, spent in other ways, as was their free choice.

Standardized Rental Contracts: In order to safeguard the rights of families becoming renters, a standardized rental contract was established in coordination between the UCLBP-led *Returns Working Group* and the *Logements Quartiers Working Group*. This contract was made available to all implementing agencies, some of whom made minor changes to adapt it to their particular needs.

The Safety of Rental Homes and the Practical Limitations of Property Safety Checks

One of the frequently asked questions about this part of the program was, “Are the rental houses safe?” There were valid concerns about the quality of the housing in the neighborhoods to which families moved when they left the camps and a risk that some families wanted to rent unsafe houses.

Pressures of time, cost and a limited number of technically competent engineers meant that it was not feasible to provide a detailed technical safety assessment for every rental property chosen by each one of hundreds of thousands of families leaving camps. The approach taken focused on empowering families to make responsible decisions. Communication to beneficiary families in camps focused on the necessity of picking a rental property which was safe.

Firstly, beneficiaries were told to avoid “Red Zones” which had been designated by the Government as areas of the city where environmental risks from flooding or landslides were too great. All properties in these areas were deemed unsafe and families were not allowed to rent properties in those areas.

Secondly, beneficiaries were taught to avoid houses marked by a Government engineer as unsafe. After the earthquake, almost every house in the affected area was assessed by engineers working with a Government agency. Safe houses were painted with a green stamp; houses in need of repair were stamped yellow; and houses in need of major reparation or demolition were stamped red.

Once families had chosen a property, the Implementing Agencies sent a member of staff to inspect each family's proposed rental property to check that the conditions above had been met. If the property was marked as yellow or red, it was not an acceptable rental option. For houses which had been repaired, had never been stamped, or had the stamp painted over, it was difficult to make an assessment but the staff was given some flexibility to use common

sense.

To watch a video created to help camp residents understand the necessary safety criteria, click the following link:
<http://www.youtube.com/watch?v=c4l0AQWPnL8>

Driving Down Program Overhead Through More Efficient Visits to Rental Properties

When the first programs started, one staff member was assigned to a group of families who lived beside one another in an area of the camp. Huge amounts of time were necessary for that staff member to visit each family's chosen rental house since the houses were spread out across the four corners of the city.

Very quickly it became clear that it was far more efficient to assign staff members to areas of the city rather than to a specific group of families. Then, any family who wished to move to a given neighborhood would be assisted by the staff member who was responsible for all families moving to that community.

However, it was only efficient data management which enabled economies of scale. Given the number of neighborhoods in the city, assigning staff members to each neighborhood only became efficient once families from any camp could be grouped together for visits on a given day. This was not possible until Agencies moved from paper-based registration and sign-up procedures to smart phone enabled data management tools.



IOM Staff carries out a verification visit at one of the homes identified by beneficiaries for their possible relocation

Photo Credit to IOM

7.4 Cash Payments

To protect the interests of families leaving camps, it is critical that the manner in which cash payments take place is simple, transparent and accountable. Families must understand their rights in terms of payment and also their responsibilities in terms of moving into the chosen property and vacating the camp within the contractually agreed timeframe.

Methodology

When implementing this element of RSCG programs, consideration might be given to the following steps:

- i. Once the landlord and the camp resident agree on a price and the house has been verified as meeting specifications, a standard rental contract is signed on site.
- ii. Arrangements are then made for the landlord to be paid directly via a bank transfer within one week. The amount paid to each landlord varies depending on the price agreed between the landlord and tenant. If the rent agreed is below the value of the cash grant, the family moving out of the camp receives the remainder. (The design of the program deliberately allows beneficiary families from camps to “keep the change” empowering them to make the best financial choice for their family.)
- iii. The remainder of the RSCG is paid to the beneficiary family leaving the camp via direct bank transfer.
- iv. The beneficiary family also receives an additional amount of cash (paid as part of a single bank transfer) to cover the costs of transportation and other moving costs.

Challenges to Consider

1. **Security:** In environments where many people are living on less than a dollar a day, the amount of cash being provided is very significant and can make beneficiary families a target. The primary challenge of this step in the process is to ensure to the greatest degree possible that the financial transactions taking place are safe.
2. **How much to pay:** It is important that the value of the grants paid is standardized by Government, as explained in Chapter 4.1.
3. **Who to pay:** It is usually best for Implementing Agencies to pay landlords directly. This reduces the amount of money passing through the hands of beneficiary families and thus reduces their vulnerability to crime. It also ensures that any landlord who does not fulfill his contractual obligations is in conflict with the Implementing Agency rather than an individual family. On the other hand, paying the landlord (as well as the beneficiary family who always receive some direct cash), does double the administrative burden on the Implementing Agency and thereby increases costs. Therefore, in certain circumstances, it may be more appropriate to pay the entire cash grant to the renter and allow them to subsequently pay the landlord.
4. **How to pay:** Displaced populations, particularly the poorest, are unlikely to have safe access to banking services. Many displaced families will also likely be without suitable identification documents to open a new bank account.

Generally, the best solution is to provide each family (and each landlord) with a personalized, pin-protected financial transfer which can be redeemed at a local bank, even without an account. RSCG programs also provide a good opportunity to encourage and assist those without identification documents to seek them, in order to simplify the process of paying the RSCG.

Some programs have trialed innovations such as Mobile Phone banking. Thus far, these trials have proven problematic and been discontinued in favor of bank transfers (see *Haiti Case Study* below). However, in future, particularly in contexts where phone banking is already in common usage, there could be opportunities to overcome the current problems.

HAITI CASE STUDY

Actors Involved in Cash Payments:

- Affected Population
- Implementing Agency
- Banks
- Mobile Phone Operators (in programs using Mobile Money solutions)

In Haiti, the decision of the largest Government-led program was to pay all cash grants using a personalized, pin-protected transfer which could be redeemed at a local bank. Each family was given a cash grant in local currency with of the value of roughly \$500 USD. Once beneficiary families had chosen a property, agreed on a price and signed a standard contract with a landlord, the Implementing Agency paid the landlord directly. If the rent agreed was less than \$500 USD, the family moving out of camp received the remaining amount, plus a further \$25 to cover transportation and any other moving costs.

The first table below shows an example of the payments to be made in the case of a family finding a property to rent for \$300 USD per year.

	Paid to Family in Camp	Paid to Landlord
Agreed Rent for 1 year		\$300 USD
Remainder	\$200 USD	
Transport	\$25 USD	
Total Cash Transfer	\$225 USD	\$300 USD

A second payment is made after a successful verification visit six - eight weeks later. For details, see *Section 5.6 Surprise Follow-up Visit and Second Cash Grant*)

	Paid to Families in Rental Accommodation	Paid to Landlord
Second Cash Grant	\$125 USD	

Working in Partnership with Banks

The vast majority of landlords and beneficiary families in Haiti did not have bank accounts. Therefore the funds were made available via a cash transfer; temporary accounts were created at local banks for the one-off transaction. To withdraw cash, the beneficiaries needed a formal ID and a pin code which was provided individually to each family by the Agency. Some families required extra help with this process, including those who had no form of identification.

After difficult early experiences, agencies paying large numbers of families on the same day made special arrangements with their bank to ensure extra bank tellers were available and there was sufficient cash on hand.

Technology Innovations: Using Mobile Phones for RSCG Payments

Some Implementing Agencies experimented with mobile telephone banking as a method to make RSCG payments. In the largest trial, 2,700 families in a single camp were provided with a new mobile telephone by Concern Worldwide in partnership with Haiti's largest mobile phone network. The entire cash grant was transferred to the family's phone (not to the landlord) and it was the responsibility of the beneficiary family to redeem the cash from a local vendor and pay

their new landlord in cash.

Issues encountered included:

- Confusion caused by the novelty of mobile banking which had only recently been introduced in Haiti.
- Only families in camps were given phones, not landlords. This meant that the entire cash grant was paid to the beneficiary who then paid landlords in cash. Implementing Agencies had no involvement with landlords.
- The system was designed for small transactions which caused worrying problems because grants of \$500 USD were too large for the digital “wallet size”. It was therefore necessary to transfer the grant payment in tranches with the family “cashing out” \$250 USD then waiting for a day or two before receiving the second tranche, at which time they could pay the landlord. This put families in a situation of having to hold on to large sums of money for a day or two while still living in a tent with no safe place to keep money.
- Also, the program encountered logistical difficulties initially when the local street vendors and small shops used by beneficiaries to “cash out” did not have sufficient cash on hand to provide for multiple families receiving large transfers.
- Initially, there were technical problems with phones which deactivated. Assisting all 2,700 families took over nine months but SIM cards deactivated if they were not used for three months.
- Many phones were lost or stolen, which proved problematic even though there was a pin number system in operation to safeguard the transfers.

In these trials, the significant technical issues encountered meant that the bank payment method proved far more successful and Concern Worldwide has reverted to this option. However, this Mobile Money method may prove successful in another context, particularly in countries where mobile telephone banking is already in widespread use.

Creating Bespoke Identification Documents for the Relocation Process:

To expedite and simplify the process, J/P HRO and World Vision created identity cards for each head-of-household for the relocation process, using the LMMS (Last Mile Mobile Solutions) Identification Card System. Banks agreed to accept this form of identification for all beneficiaries in place of a national ID document.

The Implementing Agencies found the unique ID card system to be useful. The photo and the difficulties of forging the cards proved useful for organizing and identifying beneficiaries in the program, particularly since high illiteracy levels meant that names were not always spelled consistently when heads of households interacted with the program teams. The cards may also have helped to reduce fraud because the card was instantly generated by the team in the camp and included a photo taken at the time of registration.

However, after two years, the Government began to discourage Implementing Agencies from issuing their own ID cards and instead encouraged beneficiary families without ID to seek National Identification Documentation. While the National ID office was understandably overwhelmed in the immediate aftermath of the earthquake when hundreds of thousands lost their IDs if their homes were destroyed, the agency was subsequently strengthened to cope with increased demand. The Government of Haiti was keen to use the RSCG programs as an incentive to help boost the number of citizens using National ID in order to strengthen broader efforts to improve national census data collection.

7.5 Relocation, Camp Decommissioning and Closure

Once both the beneficiary family and the landlord have received payment, the beneficiary family is contractually obliged to leave the camp within three days. Exceptions are made and special assistance given to vulnerable families, single-

parent families, families with disabled family members and other families with other extenuating circumstances being assisted by the Protection Team.

Many families recycle the material from their shelters, but others leave empty structures still standing. In large camps it can take many months to assist thousands of families through the RSCG process, meaning that camps remain home for many thousands of families even as they are depopulated. Empty tents and unused shelters in camps can become security and health risks or can be re-occupied by people who have never lived in the camp but wish to fraudulently benefit from a RSCG. As a result, dismantling abandoned tents becomes a necessary routine for teams managing camps.

This chapter highlights some activities necessary if camps are closed as a result of RSCG programs. For a full description of methods, norms and standards for closing camps, see *Guidelines on Camp Closure* published by the IASC CCCM Cluster (www.cccmcluster.org).

Methodology

When implementing this element of RSCG programs, consideration might be given to the following steps:

- i. After receiving the cash grant, each family independently arranges transportation to the rental property for all family members and all belongings.
- ii. Each week, the Implementing Agency's Data Management Team provides the camp-based teams with a list of all families whose landlords have been paid and who have received their rental grant. These families are notified door to door that they have three days to leave the camp.
- iii. The camp-based team visits the tent after three days to check on progress.
- iv. During this visit, if the family has left any remaining tent or structure, this is marked with paint and the tent number passed on to the dismantling and clean-up team.
- v. If the family's tent has been re-occupied, the new residents are informed that this is not allowed. Most newcomers are trying to benefit fraudulently and leave voluntarily once they understand that there is a process in place to identify fraud.
- vi. Any family who wishes to dispute the process, or register any kind of grievance, has recourse through the Grievance and Appeals process explained in detail in Chapter 4.3.
- vii. Once all cases of grievance have been resolved, the camp should be empty. Any remaining persons who have been unsuccessful in their appeal are again given notice to leave by Implementing Agency staff and the appropriate local authority. The period of notice depends on local municipal laws.
- viii. If an individual family continues to refuse to leave then a legal eviction procedure is initiated by local authorities through the local judiciary system.
- ix. Once all Grievance and Appeals cases are resolved and there are no more families living in the camp, the camp is decommissioned. This involves all tents, shelters and other structures being demolished and removed, latrines removed in a sanitary manner and the land officially handed over to either the private landlord, or to the appropriate local authority in the case of public land.

Challenges to Consider

1. **Security:** Managing security can be particularly difficult as the population of a camp decreases. As some families receive their cash grants and move out of the camp, their neighbors who are still waiting are left increasingly isolated which can lead to increased crime and anti-social behavior.

2. **One family leaves camp and is replaced by another:** There can be challenges, particularly in large camps with several thousand families, in keeping tabs on which tents/shelters are occupied and which should be empty after the family has left to move into a rental property. It takes a considerable effort of data management and coordination with teams on the ground every day to ensure that once tents/shelters are empty, they are immediately dismantled.
3. **Empty tents become dangerous:** If tents are not dismantled, they can also become venues for anti-social or unsafe behavior as they become public spaces used for consuming drugs or alcohol, or as dumping grounds for garbage, or as venues for sex, including transactional sex.

HAITI CASE STUDY

Actors Involved in Relocation, Camp Decommissioning and Closure:

- Mayor
- Department of Civil Protection
- Justice of the Peace
- Implementing Agency
- Police

Security for Families Left in Camp

There were very real concerns about security for those families whose applications were last to be processed and who were therefore left isolated in camps without neighbors to provide community and group security. Initially, this led Implementing Agencies to close camps section by section, processing all the families living in the first section of the camp and closing it before moving on to process the RSCG applications from families in other sections of the camp. However, after trials, this approach proved incredibly inefficient. (See *Section 5.3 Choosing a Rental Property*.)

Covering Travel Costs: Since many families in camps had very little access to disposable income, it was necessary to provide them with some cash to cover incidental costs of moving. The beneficiary family was therefore paid an additional \$25 US Dollars to pay for transportation and moving costs.

Dismantling Tents

Once per week, joint teams of staff from Implementing Agencies, Mayors' offices and national sanitation staff worked in the targeted camp to identify and dismantle tents which were no longer inhabited. These tents were proving to be hazardous for the remaining population of camps since the empty tents were misused in a variety of ways disturbing to neighbors: as places for gangs of young men to gather; for consumption of drugs and alcohol; as venues for sex, including transactional sex; as dumping grounds for garbage; or as unofficial latrines.



The “Marron Inconnu” statue amidst the tents of displaced families on Champ de Mars
Photo Credit to IOM



A schoolgirl walks past the “Marron Inconnu” statue, previously surrounded by the Champ de Mars IDP tent city
Photo Credit to IOM

After Failed Appeals

If at the end of the appeal process a case was turned down and the family were not included in the RSCG program, the family then had a period of three days to leave camp. Working to convince those families to leave camps became a delicate, time-consuming process managed by the Mayor’s office, with the assistance of the implementing agency and the Department of Civil Protection. Oversight was provided by a Justice of the Peace.

Fair but Firm: If camp residents saw flexibility in the process, there were some who tried to take advantage inappropriately. For example, particularly at the start of the program, a small number of families did not respect the

agreed three day limit and stayed in camp even after being paid. These were not cases of vulnerable families, for whom special assistance was available, nor of families in unforeseen circumstances. These were families who were delaying without valid reason.

Program managers dedicated teams of community mobilizers to verify whether shelters were taken down after each group of families had been paid. Once camp residents saw that there were teams following up and checking on their departure, the number of families delaying reduced considerably.

Community Mobilizer staff member were very successful in convincing families to leave without any recourse to threats, simply by reminding families that they had voluntarily signed a contract to leave and appealing to their sense of fair play, one Haitian to another.

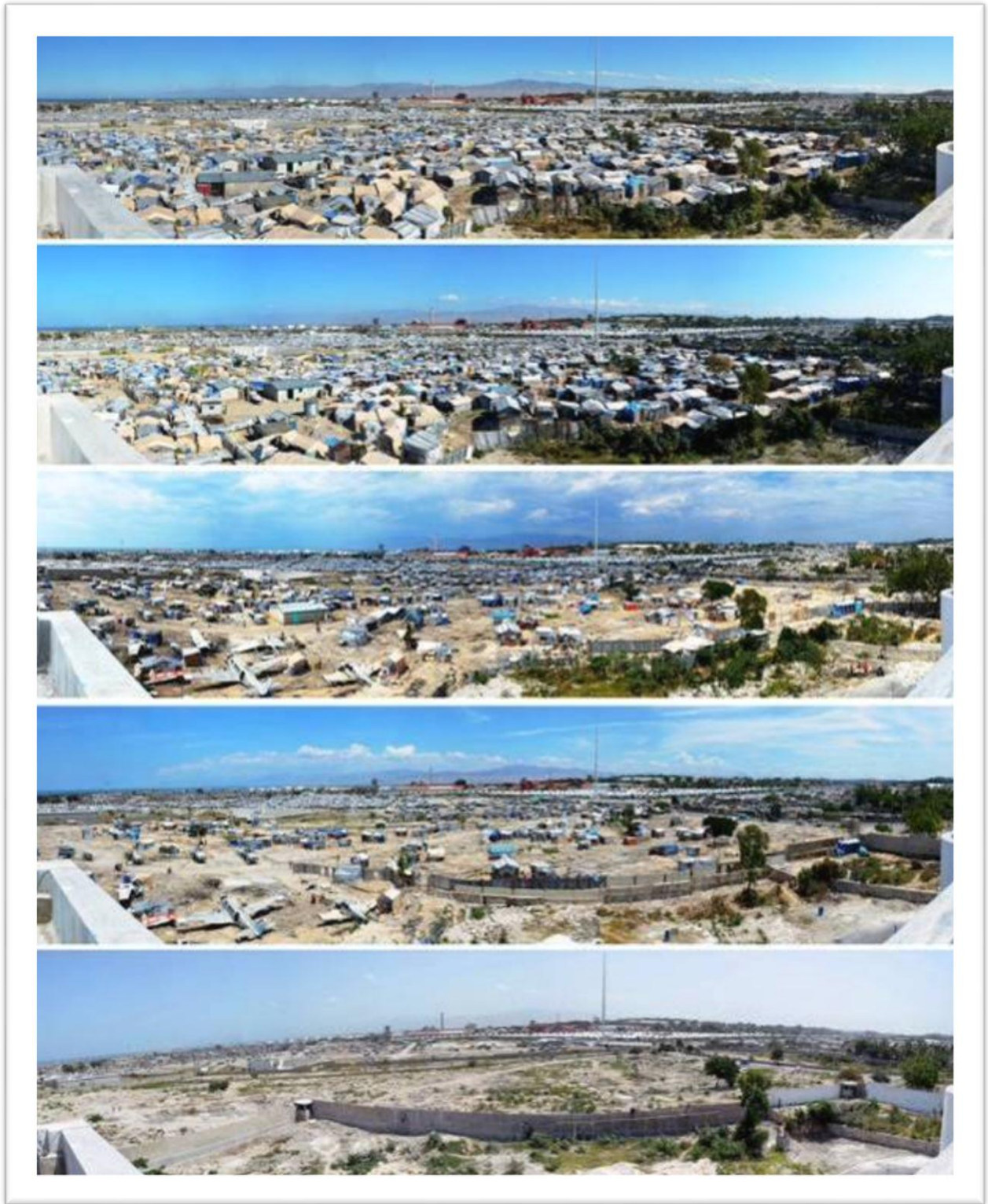
Camp Closure and Decommissioning

Each week, a team from the Department of Civil Protection, carrying relevant paperwork and witnessed by a Justice of the Peace, ensured that all tents owned by families who had received the RSCG were empty, and that empty tents were dismantled.

When every registered resident in a camp had been assisted with a rental housing solution, the camp could be closed and returned to its pre-earthquake utility. Once there were no families living there, there was a process to decommission camps by appropriately dealing with latrines and other hazards. The land was then officially handed back to the landlord (either private land owner or the local Mayor in the case of public land).

To guard against the risk that camps which had been emptied were then repopulated, it was essential to hand over the land officially to the landowner. An official Camp Closure and Handover form was created, documenting that the camp was now closed and that all responsibility for the land now passed to the landowner. Any families erecting tents or structures on the site after this time were not registered as earthquake-affected IDPs.

Guidelines for camp closure and decommissioning are available from the IASC CCCM Cluster.



Aerial views of IDP site Parc Jean Marie Vincent at various stages of its relocation process between January 30 and June 19, 2013
Photo Credit to IOM

7.6 Surprise Follow-Up Visit and Second Cash Grant

The final step in the process involves making a surprise visit to each family six-eight weeks after they have moved out of camp and into their rental home. The goals of this visit are threefold:

- To verify if the family is in fact living in the rental property.
- To trigger (if the family is in the house as expected) the payment of a second, smaller cash grant to be used freely by the families for any household needs.
- To follow-up with families with ongoing protection needs which persist after leaving camps or emerge once the family is in the return community. (This third aspect has been covered in *Section 6.3 Protection*.)

This step in the process enables the collection of data essential for evaluating the program, and at the same time incentivizes and rewards families who have followed through on the contractual agreement. In great measure, this step is designed to respond to risks identified during the project design phase:

- How many families living in camps are actually in need? Or, put another way, how many families, hopeful of benefitting from a cash grant, have maintained a tent in a camp despite having a housing solution elsewhere?
- How many families, if given a cash grant to leave a camp, will subsequently leave the rental property and move into another camp in the hope of benefitting for a second time?

Methodology

When implementing this element of RSCG programs, consideration might be given to the following steps:

- i. In order to establish whether families are still living in the house as per the contract, the Implementing Agency send staff to each property six-eight weeks after the family moved out of camp.
- ii. The visit is unannounced.
- iii. If families are living in the property as expected, they received a second livelihood grant which they are free to use for any purpose.
- iv. Families who changed rental property and informed the Agency staff of the change were still entitled to the supplementary payment if they were found to be living at the new address.
- v. If the family is not present at the time of the visit, Implementing Agency staff make an assessment of whether the property is in use and attempt to contact the family by phone. If the family claims that they are living in the property but are not home at that time they are informed that another surprise visit will take place over the following weeks.
- vi. If after three visits the family is still not found and there is no sign that the property is occupied, the family is not entitled to the second livelihood grant.
- vii. A further verification visit after one year provides very useful indicators of the long-term success of the program in assisting families to sustainably re-establish themselves in the rental market even after the one year RSCG has expired.

Challenges to Consider

1. **Verification visits are a retrospective check but cannot guarantee the family will stay:** There is the risk that after receiving the second cash grant, a family could then negotiate a refund with their landlord and move back into a camp. While this is undoubtedly a risk, data from RSCG programs suggest that the overwhelming majority of families who are in a rental property after eight weeks remain in place for the duration of the one year

contract. However, it is worth considering the possibility of further verification visits later in the project cycle. [For further details, see Haiti CCCM Cluster report *Helping Families, Closing Camps*.]

2. **Choosing whether to openly advertise the verification visit process:** There is a valid debate in the design phase on whether or not to publicize the verification visits (and the associated financial benefits for families who were still where they agreed to live). On the one hand, the success rate figure may prove to be less reliable if families know that they only need to stay in the house for a couple of months and can leave immediately afterwards with no financial consequences. However, despite this concern, the consensus from past programs is that verification visits must be widely advertised from the start of the program since the over-arching priority is to encourage people to stay in their new homes. The hope is that having moved in for two or three months, the family was more likely to stay long term.
3. **Verification visits are very resource intensive:** One of the key lessons during this phase of the projects was the resource intensive nature of verification visits which necessitated considerable human and logistical resources and management focus. Not only do program managers need to budget for enough staff to visit each of the houses, they must also plan for an initial failure rate of up to 30% with second and third visits required.
4. **Logistics of verification visits require assigning staff geographically:** To reduce the logistical burden, it is essential to keep the same team members in place. Even if field teams take addresses and GPS coordinates, the dense, confusing and anarchic nature of the neighborhoods made it almost impossible to find a property if you had not been there before. Given that the visits were by their very nature unannounced, it was not possible to ask the family to guide the team to the property as it had been during the first visit to sign the contract and check the safety of the property. Therefore, from a human resources point of view, it is essential to keep the same team throughout the project for the infuriatingly simple reason that in order to find the properties, there is no substitute for having been there before.
5. **What happens to families after one year? Include a verification visit one year on:** Although a further verification visit one year later is time consuming and resource intensive, it is essential. Many Implementing Agencies had difficulty in securing funding beyond one year, however, a survey of a representative sample of households was funded by some agencies and the CCCM Cluster and provided very useful longer-term data on outcomes for families.

HAITI CASE STUDY

Actors Involved in Surprise Follow-Up Visit and Second Cash Grant:

- Affected Population
- Implementing Agency

If a verification visit showed a family to still be living in the rental property which they had rented through the RSCG program, they were transferred \$125 USD using the same method of payment as was used to deliver the first grant.

The overwhelming majority of families – more than 90% – were in real need.

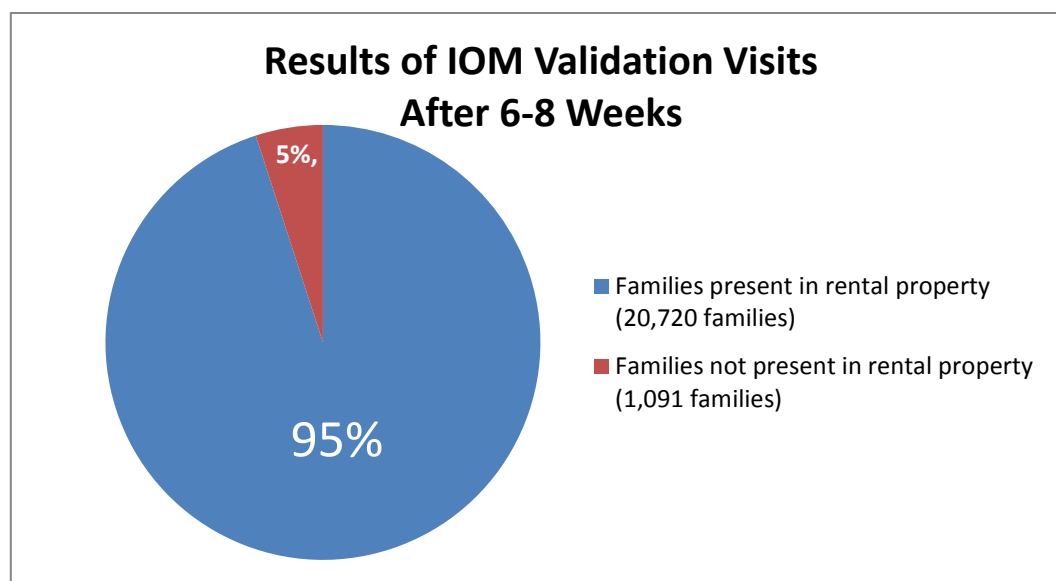
Before RSCG programs started in Haiti, there was considerable skepticism at the idea of giving support to all families in camp. There was a fairly widely-held belief that many families were in the camp by choice; that they had a home but chose also to occupy a tent to receive benefits. One great risk of the program was that huge numbers of families would claim to move into a rental house, but subsequently take the cash grant and move back into an existing home, leaving the rental properties empty.

To give an indication of how widely-held this view was, it is worth noting that some programs agreed with their donors a management target of 70% occupancy for the verification visits. Mindful of the desperate need of the majority living

in camps, it was calculated that even if 30% of families were falsely claiming to be in need of housing, 70% presence would still represent success.

The follow-up visit was designed in part to mitigate these risks, and to ensure the detailed data collection necessary for effective monitoring and evaluation of the program. Through this verification visit process, RSCG programs were able to provide data showing that in fact the overwhelming majority of families living in camps were in genuine need of housing.

All RSCG programs in Haiti achieved a minimum of 90% occupancy in the rental properties when the unannounced validation visit took place. This strongly suggests that the anecdotal claims of large numbers living in camps out of choice proved false. The overwhelming majority of families were in real need of housing. As examples, see below the results from the IOM 16/6 program.



Graph showing the percentage of families still living in their rental property after 6-8 weeks.
Figures from IOM RSCG program - part of Government-led 16/6 Program. June 2013.

What Happened to Families after One Year?

What happened to the families after one year of rental support comes to an end and they were left without further support? Were these families forced to leave the homes rented during the program? If families left their rental property, where did they go? Did they find themselves back in the streets or in camps?

The independent report commissioned to examine the impact of RSCG programs on the lives of grantees after one year provided extremely encouraging results.¹⁹

“The results are extremely promising: one year on, no grantees have returned to camps and 100% have autonomously found an accommodation solution. The evaluation was unable to find evidence that the rental support approach is contributing to the development of new informal settlements. Grantees enjoyed a year’s support in secure housing of their choice, using any extra money to pay down debt, pay school fees, help other family members, start

¹⁹ Condor, Juhn, Rana - Wolfgroup Performance Consultants *External evaluation of the Rental Support Cash Grant Approach Applied to Return and Relocation Programs in Haiti.* (Bold highlights from original text.)

small businesses, and other activities that were extremely important at the household and community levels. The evaluation finds that **25% of grantees remain in the same rental accommodation for a second year**. Those that choose to change their rental solution are continuing to exercise their free choice to find accommodation solutions that reflect their financial means and personal priorities. Of the 75% that moved, 49% reported being unable to pay the rent, while 26% attributed their move to problems with the landlord.”

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- Safer Homes, Stronger Communities (World Bank 2010)
- The Sphere Handbook: Humanitarian Charter and Minimum Standards in Humanitarian Response (The Sphere Project)
- Transitional settlement: displaced populations (Corsellis and Vitale, Oxfam 2005)
- UN Guiding Principles on Internal Displacement



9. Annexes

In order to assist any organisation implementing RSCG programs in future, the following forms and other written material have been included to provide a starting point for adaptation to the local context. Additional documents and tools may also be found on the CCCM Shelter website at www.eshelter-cccmhaiti.info.

Please note: the annexes to this Operational Manual were provided by INGOs working in Haiti. As a result, some documents are written in French or Haitian Creole.

- Annex 1: RSCG Registration Data Collection Spreadsheet (French). [Courtesy of IOM]
- Annex 2: RSCG Program Application Form (French) [Courtesy of IOM]
- Annex 3: Property Verification Visit Form (French) [Courtesy of IOM]
- Annex 4: Standard Rental Contract (French) [Courtesy of IOM]
- Annex 5: Allowance for Partial / Full Rental Contract (French) [Courtesy of IOM]
- Annex 6: Grievance and Appeals Form (French) [Courtesy of J/P HRO]

Annex 1: RSCG Registration Data Collection

ENSKRI EPI EDE RETABLI AYITI ANSANM

CURRENT LOCATION

COMMUNE	SECTION COMMUNAL	IDP SITE / CAMP	ZONE	BLOCK	TENT	SSID

IDENTIFICATION AND CONTACT

Serial Number SN Phase 1	Serial Number SN Phase 2	Phone Number 1	Phone Number 2	# of Household Members
_____	_____	_____	_____	_____

DOCUMENTATION:

HH Document Type: 1. CIN 2. PP 3. NIF 4. No Document

CIN: _____	NIF: _____
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LIST OF HOUSEHOLD MEMBERS

#	Name	Surname	Sex	Age	Rel	Schl	SN	Work	Occupation	Doc	Document Number
1					HoH			Y N			
2								Y N			
3								Y N			
4								Y N			
5								Y N			
6								Y N			
7								Y N			
8								Y N			

ADDRESS OF ORIGIN BEFORE THE EARTHQUAKE

COMMUNE	SECTION COMMUNAL	Address <u>Origina</u> – Street Name	House No.#	Neighborhood Name

DISPLACEMENT HISTORY

When did you and your family arrive in this site/camp? _____ Month _____

Is this the first place you came to after the earthquake? **1. YES** **2. NO**

Si NO, what is the location you have been before coming here?

1. I was in the SAME TOWN, but: 1.1 Other camp in the town 1.2 In my neighborhood 1.3 With Host Family 2. I was in the OTHER TOWN/area/PROVINCE 2.1 In Camp 2.2 In neighborhood 2.3 With Host Family	Commune: _____ Neighborhood/village/street: _____ Name of the site / camp (if family was in known camp) _____
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Annex 1: RSCG Registration Data Collection (cont'd)



ENSKRI EPI EDE RETABU AYITI ANSAM



INTENTION

Intend to return to location of origin? 1. YES 2. NO	Commune Intention:	Location (site/ camp or neighborhood/ Village)
If NO, where do you intend to go? 1. Other Camp/ Planned Site 2. Host Family 3. Remain where I am 4. Provinces 5. Other 5.1 Rent a new house 5.2 Build a house 5.3 Buy land and build a house		

HOUSING / OWNERSHIP

Housing / Ownership Status (place where family lived before earthquake)	1. Owner- Damaged, can be repaired 2. Owner- Damaged, cannot be repaired	3. Tenant 4. Don't know
--	---	----------------------------

DAMAGE STATUS

House/place where you used to live before the earthquake is classified by MPTC	1. GREEN 2. YELLOW 3. RED 4. DO NOT KNOW
--	---

STATUS OF HOUSE OWNERSHIP

Do you own your house in the place of origin?	1. Yes 2. No	If Yes, Since when? date _/_/____
If Yes, how did you acquire the house?		
1. Bought it 2. Inherited 3. Built it		
If you bought the house, who did you buy it from?		
Surname _____ Name _____		

If No, did you rent the house?	1. Yes 2. No	If Yes, Since when? Date _/_/____
If Yes, what was the landlord's name?		
Surname _____ Name _____		

If no, did you occupy the house with the permission of the owner?	1. Yes 2. No	Yes or No, Since when? date _/_/____
What was the name of the owner?		
Surname _____ Name _____		

STATUS OF LAND OWNERSHIP

Do you own land in the place of origin?	1. Yes 2. No	If Yes, Since when? date _/_/____
If Yes, how did you acquire the land?		
1. Bought it 2. Inherited 3. Other: _____		
If you bought the land, who did you buy it from?		
Surname _____ Name _____		

If No, did you rent the land?	1. Yes 2. No	If Yes, Since When? date _/_/____
If Yes, what type of rental agreement did you have?		
1. Simple Rent 2. Rent to Buy		
What was the landlord's name?		
Surname _____ Name _____		

If No, did you use the land with permission of the owner?	1. Yes 2. No	Yes or No, Since when? date _/_/____
Who was the owner?		
Surname _____ Name _____		

Annex 2: RSCG Program Application Form (Creole)

Reset	Search
Reference to: <input type="checkbox"/> Protection <input type="checkbox"/> Health <input type="checkbox"/> Psychosocial Doleance	
1. Non responsab fanmi an Prenom	
Nom	
2. Numero telefon :	
3. Non kan an :	
Block/Tent#:	
4. Numero kat DPC OIM te bay lan :	
5. Eske ou menm oubyen yon moun manm fanmiw gen yon pyes idantite?	
6. Numero idantite	
Dat d nesans	
7. Eske ou se propriyete kay kote w te rete a?	
Adres kay la oubyen teren a:	
8. Eske ou gen paye te a?	
Si ou pa genyen, poukisa?	
9. Pouki rezon wap viv nan kan? Ki pwoblem ou genyen? Kay kraze net (kay rouj ki bezwen rebati) Li kapab repare (kay jon) Li pa gen okenn domaj (kay vet) Lokate avan tranbleman te a Detay pou Lot posibilite:	
10. Ki solisyon ou chwazi? (koche)	

11. Ki kote kay ou lwe a ye?

Komin:

Komin Sektyon:

Katye:

Adres:

12. Eske kay sa a se pou fanmi w?

13. Kisa moun sa ye pou wou?

14. Kombyen kob ou negosye kay lan pou yon lane?

Kantite kob:

Konbyen Pyes kay:

15. Avan ou te pran desizyon pou chwazi kay ou prale a, eske ou te byen konprann tout solisyon yo te bay yo?

16. Need representative?

Procurator

Pre nom:

Nom:

Numero de telephone

Dokiman du Procurator

Nimewo Dokiman

a effectuer:

La visite de validation

Signer le contract de bail avec le proprietaire

Retirer l'allocation a la banque

BENEFISYE

SIYATI

Take Signature

FOTO

Annex 2: RSCG Program Application Form (Creole) (cont'd)

<div>Take Photo</div>	
IOM Staff	
<div>Siyati du Procurator</div> <div>Take Photo</div>	
Dat:	
Organization	
Famille Nombreuses	
Date Departed:	
<div>Submit</div>	

Annex 3: Property Verification Visit Form



VERIFICATION DU LIEU DE RETOUR

☐ 1ere Visite retour

☐ 2e Visite retour

☐ Visite suivi / Changement d'adresse

Nom / Prénom Du Bénéficiaire : _____ # DPC : _____

Personne a besoins spécifiques (bénéficiaire ou un membre de sa famille) : ☐ oui ☐ non

Si oui, précisez : ☐ Femme enceinte, préciser mois..... ☐ Femme avec nourrisson, préciser #.....
☐ Postpartum ☐ Mère Chef de Famille Monoparentale ☐ Sans documentation
☐ Handicap physique ☐ Handicap intellectuel ☐ Handicap Sensoriel
☐ Personne âgée ☐ Enfant Seul / Non accompagné ☐ Maladie grave/chronique
☐ Autre _____

I- Propriété

Adresse du point de visite (Commune / Section communale / Quartier / Adresse): _____

Coordonnées GPS : _____ / _____

Description du point de visite :

- Condition (cocher) : ☐ Maison Rouge / ☐ Maison Jaune / ☐ Absence de Tampon / ☐ Maison Verte

- Condition des édifices adjacents : ☐ Bâtiments a risque (Jaune ou Rouge) / ☐ Bâtiments sans risque

- Risques environnementaux (Ravines, zone inondable, etc.) : ☐ Oui / ☐ Non

• Si oui, Précisez : _____

- Type de Construction : ☐ Béton / ☐ Pierre / ☐ Bois ☐ Autre (Précisez) : _____

- Dimensions : Longueur (pi/m) : _____ Largeur (pi/m) : _____ Hauteur (pi/m) : _____

- Accès à l'eau : Distance (pi/m) : _____ ☐ Potable / ☐ Non-Potable

- Accès aux latrines : ☐ Oui / ☐ Non Distance (pi/m) : _____

II- Occupation de la maison

L'espace a-t-il déjà été loué? ☐ Oui / ☐ Non L'espace vient il d'être construit? ☐ Oui / ☐ Non

Si oui, depuis quand est-il vacant? ☐ Moins d'1 mois / ☐ Plus d'un mois

III- Propriétaire

Nom, prénom : _____ No. Tél : _____

CIN/NIF : _____ Montant : _____

Adresse Propriétaire : _____

Statut de la visite : ☐ (Positive) ☐ (Négative)

Commentaires : _____

Annex 4: Standard Rental Contract

CONTRAT DE BAIL A LOYER

Entre les soussignés :

1- Monsieur/Madame né/e
le....., propriétaire, demeurant et domicilié/e à
....., identifié/e au NIF/CIN
....., ci-après dénommé le **BAILLEUR**¹, d'une part

ET

2- Monsieur/Madame.....né/e le.....,
demeurant et domicilié/e à , identifié/e au
NIF/CIN # DPC : ci-après
dénommé/e le **LOCATAIRE**, d'autre part ;

IL A ETE ARRÊTÉ ET CONVENU CE QUI SUIT :

ARTICLE 1.- Objet

Le **BAILLEUR** donne à bail, au **LOCATAIRE** qui l'accepte après avoir visité les lieux et les a trouvés à
sa convenance son immeuble situé à
.....

ARTICLE 2- DESTINATION

L'immeuble objet du présent bail servira strictement comme lieu d'habitation.

ARTICLE 3- DUREE DU BAIL

Le présent bail est consenti pour une durée d'un (1) an commençant le pour prendre
fin le Ce contrat n'est pas renouvelable par tacite reconduction. A la fin du bail, le
locataire devra rendre les lieux, sauf accord entre les parties pour reconduire le présent contrat.

ARTICLE 4- LOYER

Le présent bail est consenti moyennant le paiement d'un loyer d'un montant de gourdes
payables à l'avance avant la date du début du bail.

¹ La forme masculine des substantifs utilisés pour des personnes dans ce contrat couvre les deux genres

Annex 4: Standard Rental Contract (cont'd)

ARTICLE 5- OBLIGATIONS DU LOCATAIRE

- a) Le LOCATAIRE s'engage à n'entreprendre aucune activité susceptible de modifier la structure de l'immeuble ni porter atteinte à l'environnement de la zone ;
- b) Le LOCATAIRE ne pourra céder son droit au présent bail, ni sous-louer le local en tout ou en partie sans le consentement exprès et par écrit du BAILLEUR ; sous peine de nullité des cessions ou sous-locations consenties au mépris de cette clause, ce qui entraînera aussi de plein droit la résiliation du bail ;
- c) Il est convenu entre les parties que tous dommages de quelque nature que ce soit, faits au cours du contrat engagent la responsabilité exclusive du LOCATAIRE ; sauf ceux survenus en cas de force majeure.
- d) Il est admis entre les parties, après constat, que le LOCATAIRE, en laissant les lieux loués, s'engage à les remettre en bon état.

ARTICLE 6- OBLIGATION DU BAILLEUR

Le BAILLEUR s'engage à assurer au LOCATAIRE une jouissance paisible des lieux pendant la durée du bail.

ARTICLE 7- OBLIGATION DES DEUX PARTIES

Il demeure entendu que l'entretien du à l'usure est à la charge du LOCATAIRE tandis que les réparations structurelles et les remplacements incombent au BAILLEUR.

ARTICLE 8- PROTECTION DE LA FAMILLE BENEFICIAIRE DU PROGRAMME

Le présent bail est à caractère familial. Il implique la responsabilité des deux partenaires (Couples mariés ou concubins). La femme soit mariée ou concubine a les mêmes droits et les mêmes privilèges que son partenaire mari ou son concubin.

Lorsqu'il y a impossibilité de cohabitation et qu'un ou plusieurs enfants composent la famille, le/la conjoint(e) assurant la garde des enfants restera dans la maison louée alors que l'autre conjoint(e) devra laisser la maison. Au cas où il n'y aurait pas d'enfant, les partenaires se réfèrent à un service de médiation et le cas échéant à la justice.

ARTICLE 9- LES VOIES DE RECOURS EN CAS DE CONFLIT

Les parties signataires reconnaissent la médiation comme voie de recours préliminaire à toute procédure judiciaire. Elles désignent la Mairie de _____ comme conciliateur. La Mairie doit être informée en cas de litige et s'engage à écouter les parties après sa saisie dans les plus brefs délais.

En reconnaissant la conciliation comme premier moyen de résolution des conflits, les parties tenteront de parvenir à un accord en vue de la résolution amiable de leurs différends.

Annex 4: Standard Rental Contract (cont'd)

ARTICLE 10- En cas d'échec de la conciliation, la Mairie proposera aux parties un médiateur. Ce dernier devra être accepté par les 2 parties.

En cas d'échec de la médiation, les parties reconnaissent la compétence des tribunaux ordinaires conformément aux dispositions haïtiennes en vigueur.

ARTICLE 11- LOI APPLICABLE

Pour tout ce qui n'est pas spécifié dans le présent accord, les parties s'en réfèrent aux lois haïtiennes régissant la matière.

ARTICLE 12.- En signant le présent contrat, le locataire et le bailleur s'engagent mutuellement, à en respecter les termes spécifiés dans les différents articles ci-dessus mentionnés.

Fait à en quatre (3) copies², le.....

BAILLEUR

LOCATAIRE

² Copie aux parties, une copie à l'OIM

Annex 5: Allowance for Partial / Full Rental Contract

ACCORD DE CESSION PARTIELLE OU ENTIERE DE L'ALLOCATION POUR BAIL A LOYER

Je soussigné/e, Monsieur/Madame....., demeurant et
domicilié/e àidentifié/e au
NIF/CIN, #DPC : ci-après
dénommé/e le **LOCATAIRE**,

IL A ETE ARRÊTÉ ET CONVENU CE QUI SUIIT :

ARTICLE 1.- Le Montant total alloué par le Projet au LOCATAIRE pour frais de Bail est de
Vingt (20) Mille Gourdes.

ARTICLE 2.- Le LOCATAIRE par la présente cède tout ou une partie (rayer la mention
inutile) de son allocation reçue pour son bail à loyer au propriétaire de la maison (pièce kay) ci-
après dénommé/e le BAILLEUR à concurrence du montant de la négociation entre les deux
parties.

ARTICLE 3. - Le BAILLEUR est identifié comme Monsieur/Madame
....., propriétaire, demeurant et domicilié/e à
....., identifié/e au NIF/CIN

ARTICLE 4.- Le Montant négocié entre les deux parties et cédé au BAILLEUR par le
LOCATAIRE est de :Gourdes.

ARTICLE 5.- Le Montant représentant la différence entre la somme allouée au LOCATAIRE et
la somme payée au BAILLEUR et qui sera perçue automatiquement par le LOCATAIRE est
deGourdes.

ARTICLE 6.- Pour tout ce qui n'est pas spécifié dans le présent accord, les parties s'en réfèrent
au juge de paix territorialement compétent.

Annex 5: Allowance for Partial / Full Rental Contract (cont'd)

	Montant	A verser au Locataire	A verser au Propriétaire
Allocation total pour le bail	20,000		
Frais de bail cédé au Propriétaire			
Montant à percevoir par le Locataire			
Frais de Transport	1,000		
Total Phase 1			
Allocation de Relocalisation (6 semaines plus tard)	5,000		
TOTAL			

Fait à en trois originaux, le

LOCATAIRE

Annex 6: Grievance and Appeals Form

FICHE DE DOLÉANCE INDIVIDUELLE - Projet de relocalisation



Date :	réf dossier :
Nom de l'agent :	
Information générale	
Nom du camp	
Nom et Prénom du chef de la famille	
Numéro de téléphone	
Nombre de personnes dans la famille	
N° de CIN ou NIF	
Nom et prénom de chaque membre de famille	
Personne(s) vulnérable(s) dans la famille	Handicapé(e) ; vieillard ; malade ; femme enceinte ; bébé ; Femme chef de famille ; Autre (spécifier) Chef de famille Autre :
Nombre d'enfant(s)	
Carte DPC P2	
Ancienne carte DPC (n°)	
MOTIF DE LA DOLÉANCE	
Ne figure pas sur la liste des bénéficiaires du projet parce que :	<input type="checkbox"/> Pas de carte d'enregistrement <input type="checkbox"/> Tente écrasée ou non numérotée <input type="checkbox"/> Tente détruite par incendie <input type="checkbox"/> Ne vit plus sur le camp a cause de menace/sécurité <input type="checkbox"/> Perte de la carte DPC <input type="checkbox"/> Usurpation d'identité <input type="checkbox"/> Autre :
Description de la doléance (être le plus précis possible avec des dates) Description du document si disponible	
Signature du bénéficiaire	
Lu et approuvé par le/la bénéficiaire déposant une doléance	

