



Programme d'appui à la reconstruction
et l'aménagement de quartiers
de l'Union européenne

Rebuilding and Neighbourhood Plans

Capitalization
Synthesis

Introduction

The international relief aid for the victims of the devastating Haitian earthquake of January 2010 gave place to a reconstruction phase that started in 2012.

This objective resulted in the reconstruction program to support neighbourhood planning known as the “Programme d’Appui à la Reconstruction et à l’Aménagement de Quartiers” or “PARAQ”. It was funded primarily by the European Union in partnership with the Ministry of Public Works, Transports, and Communications (MTPTC) as well as Haitian public institutions involved in urban planning such as the Interior Ministry’s Direction of Territorial Associations, the UCLBP and the technical team at CIAT.

The program was developed around two major ideas.

An integrated approach.

There are many serious challenges in the neighbourhoods that were greatly affected by the earthquake: very dense urban fabric, precarious dwellings, scarce access to basic services, insalubrity, high environmental risks, safety issues...

The interventions that are used to create a new neighbourhood planning system are applied with the aim of ensuring the safety of the residents, ensuring that the buildings are well built, uncluttering neighbourhoods, improving circulation, improving the access to basic services, creating new public spaces, establishing a relationship with public services.

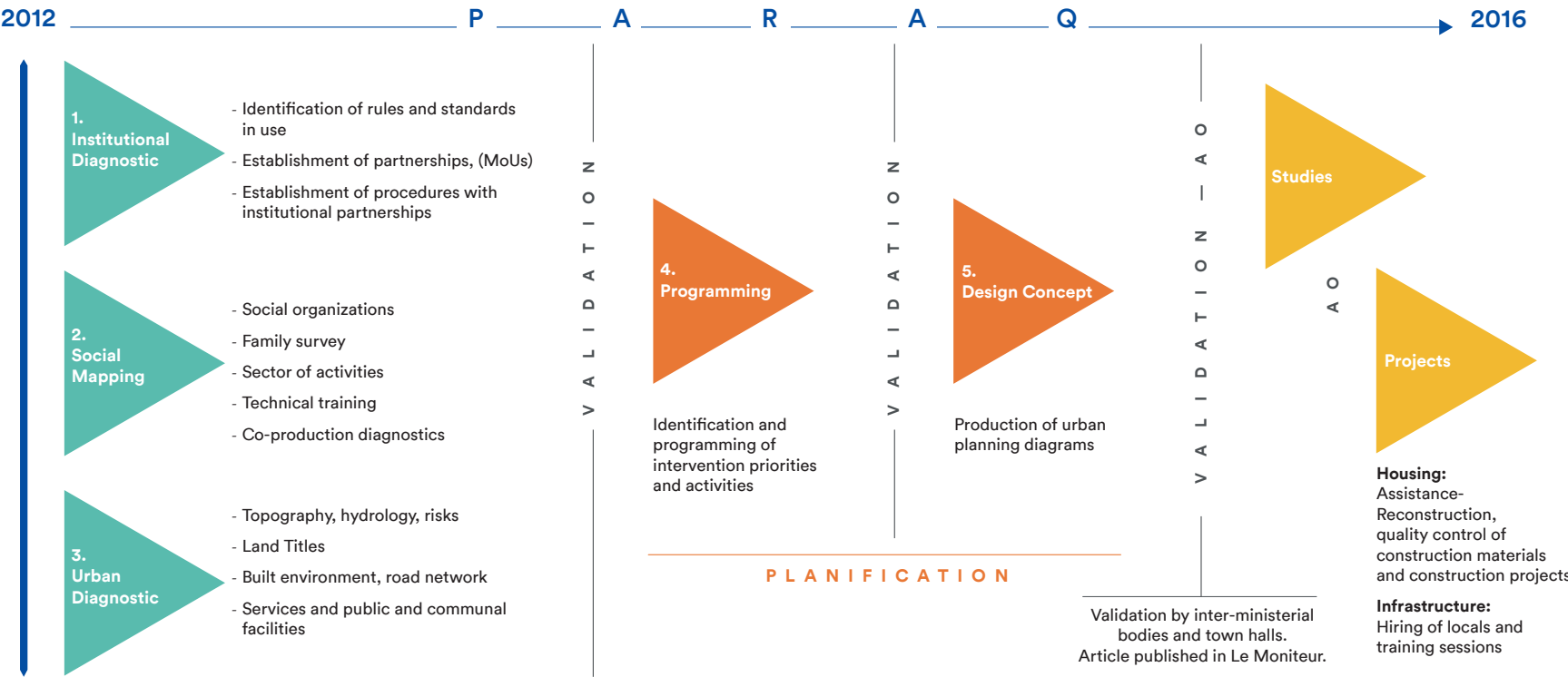
The strategy used for these interventions in the targeted neighbourhoods will have to be elaborated in collaboration with the Haitian authorities. It needs to be coherent with the urban politics of the country and its visions. This collaboration has been accomplished with institutional support, through studies, workshops and capacity building.



A participatory approach.

Every major choice in the neighbourhood - from road constructions, the planning of ravines, renovation of market-places or open laundry spaces - are decided together with the neighbourhood residents, the public authorities (mayors and other governmental representatives...) and other organizations.

The participatory approach is carried out with this three-pronged approach involving local residents, public institutions, and organizations. They are the main participants who will prove instrumental in the reconstruction diagnostic.



What lessons can we learn from this program?

This document draws on the capitalization study. This study highlights numerous elements that could benefit the Haitian authorities as well as operators and international backers who intervene in precarious neighbourhoods in Haiti and elsewhere.

The study refers to the six principal steps of the project highlighting the most pertinent facts and presenting the thrust and chronology of the project. In practice, the project itself has not always been linear: for example, reconstruction started before the PARAQ was implemented and, at times, it was necessary to launch work immediately before or during the diagnostic phase. Nevertheless, the phasing used for this document serves as guidance to foreign or Haitian operators allowing them to find their way in the meanders and complexities of the context.

1. Institutional Diagnostic

Identify rules and standards, get public partners on board

After working on a general strategy of intervention drawn up with the public authorities, usually at a national level, the operators must be aware of the existing operational models in the field: the legal structure, standards in use, the community habits, as well as the knowledge and resources available for their institutional interlocutors at a local level.

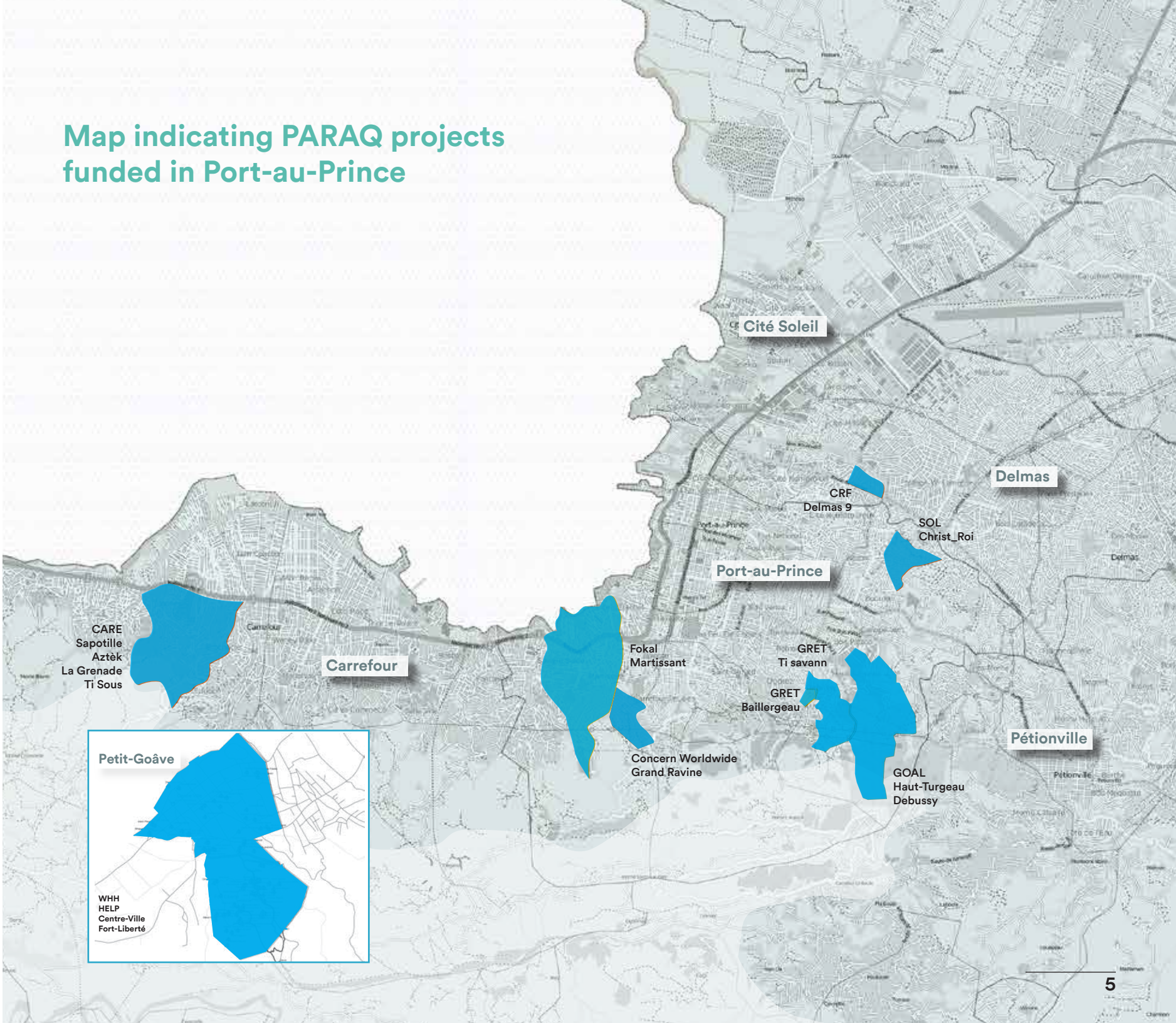


Link with local institutions
Alfred Piard, MTPTC representative

- In a longer term, post-project perspective, the co-construction of the projects with local authorities will feed three elements that will assure the sustainability of this program:
- It will reinforce the appropriation of urban planning projects by public authorities at a local level.
 - It will create or reinforce the relationship between local residents and local authorities.
 - It will help identify regulatory and technical shortcomings with a view to ensuring the relevant complementary tools are available on completion of the programme.

This will help foster the creation of a tripartite relationship between operators, residents, and public authorities. This relationship will take shape in two ways. First, by the signing of agreements concerning interventions and the distribution of tasks and responsibilities between the operators and public institutions. Secondly, by establishing CARs – aid centres for reconstruction. The principal purpose of the CAR will be to host community platforms, to centralise the assistance provided, and also to continue their activities once the projects are completed.

Map indicating PARAQ projects funded in Port-au-Prince



2. Social Mapping

Who lives where, how, and with what means?

Each neighbourhood has its own specific history, its own dynamics of space occupancy, social composition, inter-communal relations, and associations (formed by the origins of its inhabitants, its churches, important figures, and gangs). These vary from one neighbourhood to another and help shape their unique identity.

In impoverished neighbourhoods, it is difficult to find updated socio-economic and demographic data. It is, however, essential to be familiar with each neighbourhood, the services and equipment available, the requirements and aspirations of their residents, in order to determine the type of intervention necessary and the conditions in which they will be implemented.

This initial phase of mapping the different social groups, associations and activities, will help the operators identify and mobilize the community leaders with whom they will be liaising during the participatory approach of the project and, indeed, throughout its duration.



Choosing an organization with experience of intervention in the area



Known in the neighbourhood
The French Red Cross in the neighbourhood of Delmas

This makes it possible to benefit from the organization's knowledge of the neighbourhood and its network of trustworthy actors.

The social mapping does not seek to produce an exhaustive database but rather to have a better understanding of the social dynamics of the neighbourhood.

How to establish a representative community platform and identify its mission



The objective of these groups of residents is to form an accurate representation of the social composition of the neighbourhood.

The operators have used different methods depending on the characteristics of the area of intervention. For example, in Carrefour, Care had a foundation of forty or more organizations on which to build its community platform. In Petit-Goâve, WHH carried out a lengthy zone-by-zone transparent consultation process that took account of representational criteria, to obtain the participation of the inhabitants.

In Christ-Roi there are few community organizations and more social tension than elsewhere. Solidarités International relied on respected local residents in order to form community platforms.

The platforms' interventions have two purposes: they air the opinions and choices of the local residents and they share information provided by the organizations or public entities with the residents.

Beyond this pivotal role of communication, they play a fundamental role in debates concerning planning choices and neighbourhood development strategies. In Christ-Roi, for example, more than thirty workshops were held to address urban issues, theme by theme, and to retain the best solutions.

A community facility
Grand Ravine

3. Urban Diagnostic

Collect data and document the composition of the urban fabric

This is a crucial step in establishing a precise and realistic land use plan. This document will be the keystone for the following phases and will be used in the validation of proposals by residents and public institutions both in the planning and in the construction phase.

On the one hand, operators have documented, as precisely as possible, the structure of the urban fabric in terms of transport infrastructure, economic infrastructure, constructions, and services. On the other hand, a systematic diagnostic of the risks has been carried out: the topographical and hydrological characteristics of the hills leave them particularly vulnerable to the environmental hazards (landslides, floods, cyclones, earthquakes) that have often blighted residents' lives. This risk analysis of the terrain also extends to constructions – the latter often built using sub-standard material – and will act as a basis for several operational approaches:

- Raising awareness of sound construction practices.
- Identification of different zones of occupancy - especially those unfit for construction.
- Creation of environmental protection and risk management methods such as the creation of ecological corridors and strengthening of ravines.



Baillergeau
Panoramic view of Ravine Georges

Involving local residents with the urban diagnostic process

The social and urban diagnostics go hand in hand. Most operators have performed surveys of constructions and areas at risk using satellite images followed by a systematic study on the ground with local residents. This investigation also gives a general idea of property lines. This is also an opportunity to discuss construction history, the residents' origins, their livelihoods, and their needs.



Haut-Georges
Before new steps were installed



Raising awareness to proper construction standards

A wide-reaching awareness raising programme was carried out from the very beginning of the project. This covered material quality (sand, gravel, reinforcing bars) and their use on site. This intervention was carried out through the community platforms and candidate families for auto-construction and reached close to 12,500 people.

Professional, officially recognised workshops on construction materials and methods have also reached close to 1,300 entrepreneurs in the construction field.

4. Programming

Establish long-term goals beyond the duration of the project

The principal objective is to decide which intervention to promote in the neighbourhood and to produce a planning system that will be the principal tool of intervention.

The participatory approach then enters a concrete phase in which the residents become the decision-makers in the development of their neighbourhood and interlocutors recognized by the public authorities.

The triangle formed by the community platforms, public institutions, and operators, work according to the following model: the residents, or their representatives, express the priorities to be executed in the planning process. The town halls, the ministries, and the technical services explain the technical feasibility and rules (connections to road networks, road allowance). The operators contribute their point of view on planning inspired by the diagnostic and situate interventions within the available budget.



Other effective approaches have been implemented: the organization GOAL and Haitian technical services held out in-depth workshops in the neighbourhood of Haut-Turgeon: platform participants learnt map reading, construction standards, waste management, etc. The training programme has helped to reduce the tensions resulting from the difference between the residents' own demands in terms of planning and the technical demands made by specialists.

To complement the technical approach, other programmes have also boosted management capacities and governance of associations to make them autonomous and sustainable.

Small public space in Christ-Roi
Sketch submitted to the community



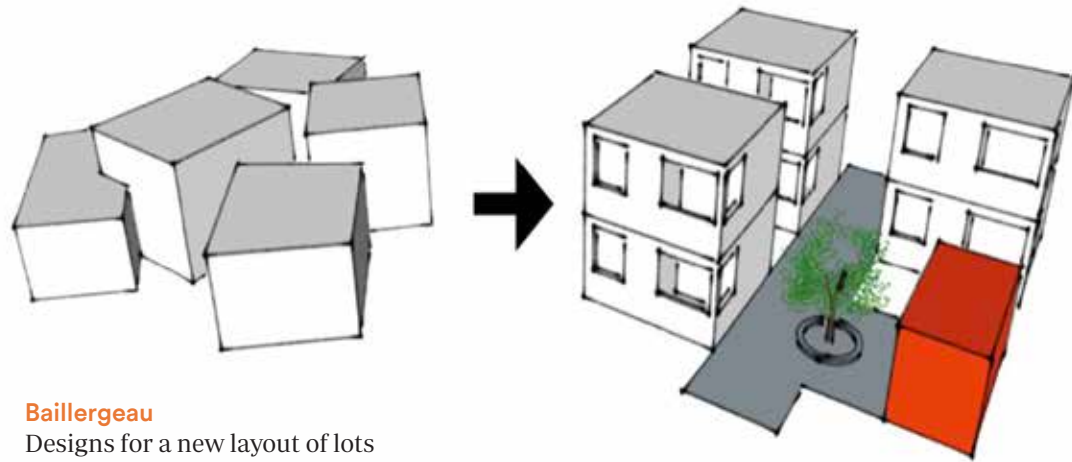
Experts' opinions versus local residents' points of view

The sources of tension are numerous: between the social animators and the technicians, between the operators and the local residents, between local government representatives and the residents... The question is how to strike a balance between the indispensable technical criteria (such as making an area safe) and the demands of the local population.

What is the best strategy to adopt with the different communities so that they have sufficient room for manoeuvre while taking into account the technical imperatives, budgets and the interests of the greater number of people concerned?

In Christ-Roi, Solidarités International used a rapid 3D modelling software so that residents could have a real time vision of the modifications they had requested to the plans to modify the stadium while allowing for technical demands.

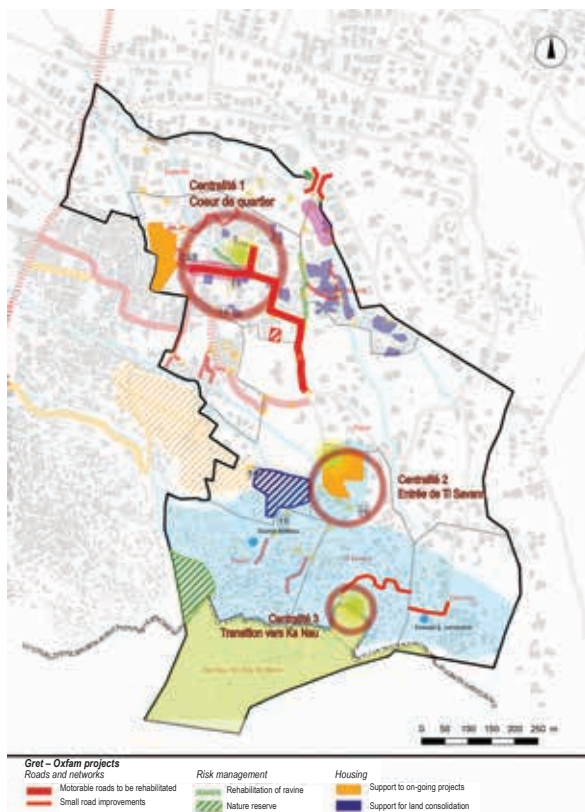
In Carrefour the local residents opted for a restructuring and opening up of the neighbourhood with the creation of a road connecting two separate areas of the neighbourhood as well as a major highway providing access to shops.



Baillergeau

Designs for a new layout of lots

Desprez
Development projects



Operators and Haitian authorities sought to encourage the introduction of shared walls and different floor levels in the housing typology.

The construction of dwellings with shared walls has permitted a better use of space while the addition of floors opened up new occupational possibilities. This gave rise to rentable premises – a welcome development in a city that has a housing shortage - or premises that can be used for artisanal workshops or shops.

The creation of public spaces, small squares, walkways, multi-purpose areas, stadiums, and waterside developments, have all contributed to the betterment of the neighbourhood. Chaotic urban development, established with no clear vision, has been tamed giving rise to leisure areas, available to all, have improved the urban landscape and the lives of the residents.

For example, in the dense urban neighbourhood of Martissant, this promenade created by UCLBP has modified the occupation of the space: an area with significant safety risks has been transformed into a place of peaceful promenade.

Rationalising urban construction...

The reshuffling of the different urban plots has allowed for open spaces for roads and proper circulation. This has facilitated the creation of public spaces and the implementation of infrastructures and service systems.

5. The Design Concept

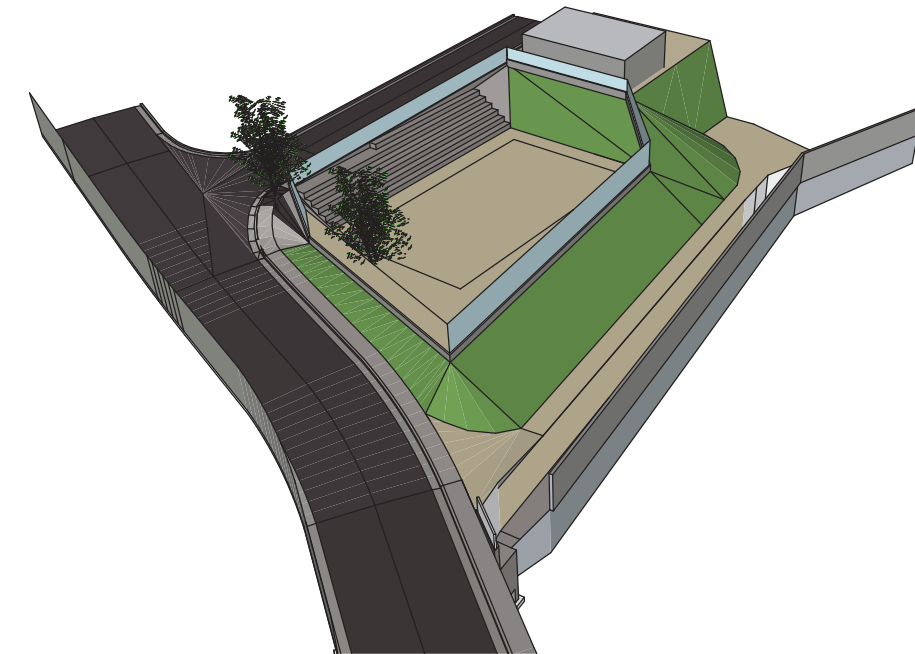
Organizing and validating urban modifications

The result of the integrated approach and the participatory process of consultation and decision-making, the planning scheme establishes the guidelines of physical planning of the neighbourhood.

Before the project there were no planning designs. Now they act as a new model for analysis and design of interventions in precarious neighbourhoods - a model that presents an overview taking account of the technical, environmental, social, and economical aspects of the territory.

This document, a heritage of the PARAQ and designed to be replicated, makes a significant contribution in two key areas:

- **Urbanism:** this document takes into account all the elements of the neighbourhood (road networks, traffic circulation, inhabitable areas and high risk areas, modes of occupation, social and economic dynamics) offering a planning vision that can be established in the long-term.
- **Institutions:** these development plans have given rise to a transversal public organism connecting various public institutions (town halls, ministries, technical agencies) and a Technical Committee mandated to comment on and validate the approach to programmes and technical modifications.



Public park in Bas Norgès, Christ-Roi
From rendering model to reality



6. Work to be accomplished

Implement changes

The work is accomplished in line with the participatory approach applied throughout the project's duration and is characterised by a particular attention paid to the quality of the construction projects implemented with the support of the relevant public authorities.

Participation and appropriation

For large-scale projects - public spaces, ravines, corridors, circulation- implemented by construction companies, the hiring of local workers is de rigueur – generally following relevant training. For individual dwellings, auto-construction is encouraged via a dual system of technical and financial assistance.

Safety

The operators and the Haitian technical services have established quality control procedures with certification during the construction process – namely for auto-construction projects. Financial aid is more readily available when high-quality materials are used on constructions respecting proper standards.



Sound Construction
MTPTC posters on installation of 'rebars'

Constantly raising awareness, and informing

To reduce risks, the quality of new construction projects is key to the success of the program. A nationwide awareness-raising campaign was implemented by MTPTC - the Ministry of Public Works, Transport, and Communications - in partnership with UN-Habitat. This campaign included posters, concerts, radio shows, TV programmes, and demonstrations of sound building practices. The same approach is adopted by operators in the field.

Petit-Goâve
Training on sound construction



Auto-reconstruction and urban politics

The Haitian government has actively encouraged assisted auto-construction of dwellings. Although this approach was already applied (most dwellings are built by the occupants themselves) and provides houses for the greater number of residents, it also has its limits in terms of controlled development of the urban fabric and there is a real risk of anarchic development quickly falling back into the previous models of auto-construction that leads to lawless developments with poorly built houses. The assistance for auto-construction developed by the PARAQ

involves several technical steps such as granting construction permits that are essential when hiring certified construction workers, an administrative assistance where each stage of design and construction must have official approval, and financial assistance to encourage the choice of new housing typologies better adapted for increased urban development. These three steps - technical, administrative, and financial – should act as an effective complement to the Haitian government’s auto-construction policy.

Martissant
A pedestrian walkway for a new look neighbourhood



PARAQ in numbers:

60 businesses

were created. These businesses and the implementation of new revenue generating activities have benefitted around 900 people. The construction sector was, of course, a priority, but PARAQ also extends to other types of business covering environmental issues, fishing and catering.

170,000 inhabitants

have benefitted from the program – either from public projects (squares, corridors, roads, ravine reinforcement, libraries, community centres) or individual dwellings.

11,500 meters

of corridors, roads, and ravines have been structurally reinforced and developed: 2,586 meters of corridors, 2,897 meters of main roads, and 1,798 meters of ravines.

1,000 houses

have been reinforced or rebuilt.

more than 15,000 people

have been informed about or trained in better construction techniques. These include 1,300 professionals in the construction field and more than 5,800 families.

9 urban planning schemes

have been established for the 9 neighbourhoods concerned by this program: Baillergeau, Martissant, Delmas, Christ-Roi, Grand Ravine, Carrefour, Petit-Goâve, Haut Turgeau/Debussy and Desprez.



The Projects

ACTIVITIES	RESULTS AND ADDED VALUE	IMPROVEMENTS / FOCUS POINTS
Social Mapping Urban Diagnostic	Who lives where, in what conditions and what are the principal needs? A precious urban inventory for the Haitian institutions and methods that they can re-use. An important acquisition of urban knowledge of local residents.	Improvements: A common methodological framework would have been more efficient. Focus Point: An exhaustive socio-economic study is not indispensable, a survey among local residents concerning the history of the neighbourhood, its population, allows for a good understanding of the territory and its population.
Institutional Diagnostic	Improve standards and rules The diagnostic process, tools and methods that have been implemented have helped correct shortcomings concerning technical aspects and standards.	Improvements: A good consultation between the backers and the Haitian institutions at the beginning of the program allows, among other things, a better participation of local authorities in the implementation of the projects.
Participatory Approach	Consultations for better planning systems With differing results depending on the neighbourhoods, this approach has allowed a pertinent and coherent intervention in respect of residents' requirements. This approach has also been an opportunity to strengthen the relationship between the population and the public services.	Focus Point: It is difficult to strike a good balance between the desires of the local residents and the technical possibilities. It is often essential to provide lengthy informative sessions. It is often difficult prolonging the dialogue between State and citizen once the project is completed.
Urban Planning scheme and technical committee	Program and master urban development These two components of the project are the main legacy of PARAQ designed to be replicated. They provide a global vision of the neighbourhood, a programmatic approach in the long term, and concerted action between various governmental entities.	Focus Point: The urban planning proposals must be coherent with the national policy of urbanization when they exist. Follow-up of the implementation of the urban planning schemes remains a major challenge for local institutions.
Raising awareness of sound construction practices	Train and inform A remarkable educational effort was made and the content was perfectly coherent - whether coming from operators or public institutions.	Improvements: There were numerous communication tools and some repetition could have been avoided. They also deserved wider dissemination.
Quality control of the construction materials and of constructions	Reducing risks Public institutions and the operators implemented various stages of validation for constructions, making it possible to ensure constructions respect building standards.	Improvements: These methods could be applied to all constructions - beyond the PARAQ areas of intervention.

PARAQ actors

The backers
European Union (€ 55,800,000)
French Development Agency (€ 10,500,000)
Operators (€ 8,200,000)

Institutional support
UN-Habitat | Université Paris 8
Université du Québec à Montréal (UQAM) | AGIR

The operators
Build Change | FOKAL | Croix Rouge Française (CRF)
Gret and OXFAM | Concern | Care | Welthungerhilfe (WHH) and Help Goal | Solidarités International

Haitian institutions
Ministère des Travaux Publics, des Transports et des Communications (MTPTC)
Secrétariat Technique du Comité Interministériel de l'Aménagement du Territoire (ST/CIAT)
Unité de Construction des Logements et Bâtiments Publics (UCLBP)
Ministère de l'Intérieur et des Collectivités Territoriales (MICT)
Les mairies de Delmas, Petit-Goâve, Port-au-Prince et de Carrefour
Direction Nationale de l'Eau Potable et de l'Assainissement (DINEPA)
Direction Administrative et Technique de l'Intercommunalité des Palmes (DATIP)