

Host Community Guidelines

Supporting Host Families in Haiti by
Tracking Movements, Understanding
Needs and Directing Responses

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Version 1: June 2010

IASC Inter-Agency
Standing Committee
HAITI SHELTER CLUSTER



This living document looks at host community support in post-Earthquake Haiti. It provides initial guidelines using a multi-sectoral approach to tracking displaced people, understanding their needs, implementing support responses and evaluating to provide an evidence based strategy towards host family support in both earthquake affected and non-affected areas.

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Acknowledgements

I would like to acknowledge and extend my gratitude to all of the organisations that shared their experiences and engaged in discussions to develop host family programmes in communities which have suffered from both the direct and indirect effects of the January 2010 earthquake.

In particular this report would not have been possible without unfailing support from CARE International, Cordaid, the Shelter Cluster, the Agricultural Cluster, the International Federation of the Red Cross (IFRC) and the UN Office for the Coordination of Humanitarian Affairs (OCHA).

Further, I would like to thank Cordaid Haiti for the great support they gave by providing a host family advisor to coordinate the Working Group as well as research and write this report. I am also very grateful to the Shelter Cluster which has significantly facilitated this process by providing logistics and mapping support to the group. Despite this being an inter-cluster issue the Shelter Cluster has been exemplary in supporting the group and this programme which will benefit broader humanitarian work in Haiti.

This report will demonstrate that supporting host communities and displaced persons will not be possible without coordination between organisations and clusters from different sectors; I look forward to seeing this represented in an ever growing list of acknowledgements in future versions of this document.

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Abbreviations

ACTED	Agence d'Aide à la Coopération Technique et au Développement
BRC	British Red Cross
CASEC	Le Bureau du Conseil d'Administration de la Section Communale
CMT	Community Monitoring Tool
GOH	Government of Haiti
HFWG	Host Family Working Group
HNRCS	Haitian National Red Cross Society
IASC	Inter-Agency Standing Committee
ICC	International Coordination Committee
IDP	Internally Displaced Person
IFRC	International Federation of the Red Cross and Red Crescent Societies
MINUSTAH	United Nations Stabilisation Mission in Haiti
OCHA	Office for the Coordination of Humanitarian Affairs
ORE	Organization for the Rehabilitation of the Environment
PAP	Port-au-Prince
UNICEF	The United Nations Children's Fund

Executive Summary

This paper serves as a living document which considers the experiences of host community assessments, needs and interventions in both Haiti and elsewhere to develop multi-sectoral guidelines for organisations and agencies in Haiti to support both directly and indirectly earthquake affected areas in Haiti.

It should be considered a first step in formulating guidelines for hosting support in Haiti and to be used in future emergencies. Next steps will be determined by the Host Family Working Group and involve updating information, analysing lessons learned, and applying them in this guideline format to be distributed at an inter-cluster level.

Based on programmes analysed thus far, the main guidelines are as follows:

1. To target host communities we must collect information on population movement from a variety of sources: host family assessments, multi-sectoral rapid assessments, communications analyses, community knowledge and local authorities. This information needs to be synthesised and analysed by a central coordinating organisation such as the Host Family Working Group with the support of the Early Recover Cluster and The UN Office for Coordination of Humanitarian Affairs in Haiti.
2. Responses must be community based, with implementation starting quickly to incentivise the stay of the displaced people being targeted. As the hosting situation will be transitional in most cases, it is important to understand the host families and displaced families' intentions, and to develop community and household level responses, the former which will benefit longer term development and mitigate future risks in those areas, and the latter which will benefit the transitional phase by ensuring that vulnerable people are targeted without returning to Port-au-Prince and further increasing needs in camps.

Critically, research suggests a multi-sector intervention which will require coordination across clusters. This paper provides detailed guidelines on tracking movements and needs of both displaced and hosting families, implementing hosting support systems and evaluating progress to develop an evidence based strategy. These guidelines are summarised in the conclusion.

Introduction

On January 12, 2010 a devastating earthquake in Haiti caused 222,570 deaths, left 300,000 injured and displaced 2 million people¹. While hundreds of thousands of these internally displaced people (IDPs) live in makeshift shelters close to their original homes, or in settled camps, it is estimated that between 500,000 and 600,000 people have left the earthquake affected area and moved to rural provinces, other urban areas, or peri-urban areas to live with host families.²

The host family picture in Haiti is imperative to understanding the overall humanitarian context but presents unique challenges due to IDP migration. Even prior to the earthquake social and familial networks as well as agricultural and educational seasons meant that population movements were common. This makes evaluating the “pull” towards Port-au-Prince (PAP) based on aid driven shelter, work, education and other opportunities difficult to evaluate. It also means that assessments, which give researchers a static picture of the numbers and needs of internally displaced people (IDPs) and host families at a given time, are difficult to apply in a longer term developmental context.

This paper uses the conversations, observations and interviews which organisations and agencies in have had with IDPs, host families and host communities in Haiti to understand what gaps there are in host family interventions and to formulate host family response guidelines.

Host Responses in Conflicts and Disasters

In Pakistan the violence during the government clashes with armed militants in 2009 led to the world’s biggest and fastest population displacement at a rate of 126,000 IDPs registered per day. Of those who left their homes it is estimated that 85% found refuge in host communities, in the homes of relatives, friends and strangers, or in temporary shelters.

The resources of host communities, often poor themselves, were overstretched, especially after a year of soaring food prices across the country and damaging floods in the area. Adequate sanitation and washing facilities were also lacking, leading to poor hygiene conditions and cramped living areas. Nonetheless, the generosity of hosting relatives and strangers towards the huge influx of displaced families was crucial in preventing a humanitarian disaster.³

In Aceh the 2004 ocean earthquake and tsunamis created thousands of displaced people but in many cases supply driven unsolicited and inappropriate aid, and unsuitable housing designs and livelihood solutions resulted. This

¹ OCHA, Situation Report, 17TH February 2010

² (Bengtsson, et al. 14 May 2010) (OCHA 17 Feb, 2010)

³ Oxfam International, “*Too Little, Too Slow: Why More Must be Done to Assist Pakistan’s Displaced Millions*”, 16th June 2009

flawed framework often failed to support host communities where many of the 500,000 displaced Acehnese fled.⁴

The Democratic Republic of Congo has faced violence in several regions and for many years. In 2007 around 70% of the DRC's IDPs were still living with host families, also known there as 'solidarity families'⁵, but an unprecedented migration towards camps began to change the demographic landscape. An Oxfam report on this situation considers how providing assistance, mainly through camps, was undermining traditional coping mechanisms that can provide safer and more effective aid, while broadening choices available to displaced people.⁶ The report finds that humanitarian assistance strategies should not be seen in a dichotomous way of providing to camps, or non-affected areas; rather where a camp is necessary increased assistance to surrounding communities, including host families, will also be needed.

These studies show that reaching IDPs seeking refuge in host families is challenging, the internally displaced fall into an 'invisible' category where assessments are generally focused on those in camps and disaster affected areas. However, the pressures IDPs put on non-affected areas and their own social, psychological and physical needs, are neglected if host communities fail to be taken into account within relief efforts.⁷

The Response in Haiti

It is estimated that 600,000 Haitians who lived in the earthquake affected areas had migrated to the provinces in the weeks immediately after the earthquake.⁸

Where Host Communities Are

Host family assessments and interventions have been carried out in a number of places in Haiti. Figure 1 below shows some of the areas where assessments and interventions have and are currently taking place.

⁴ Telford, J. and Cosgrave, J., "The international humanitarian system and the 2004 Indian Ocean earthquake and tsunamis" Report commissioned by ODI, 2007

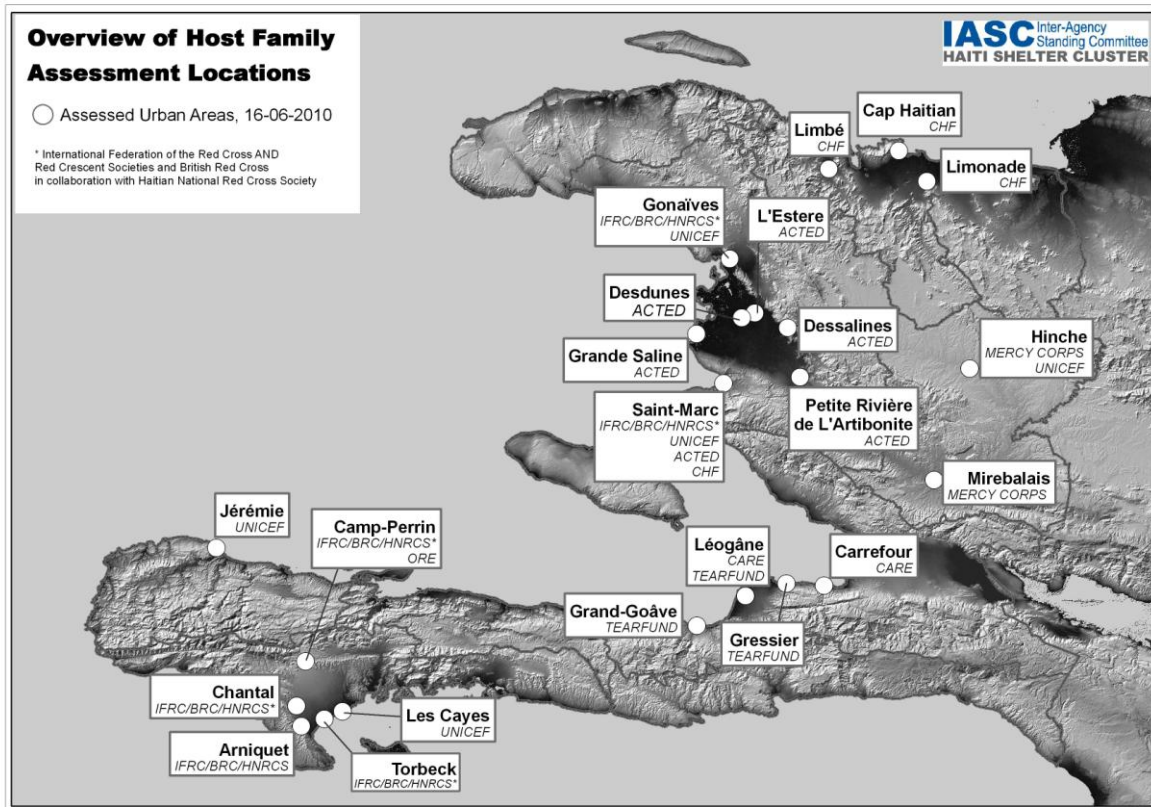
⁵ CARE DRC, Vitale, A., "Solidarity Families - Pilot Programme for Shelter Assistance to Host and Displaced Families in Goma" March 2009

⁶ Oxfam International, "Out of Site: Building Better Responses to Displacement in the Democratic Republic of Congo by Helping Host Families", September 2008

⁷ Hudspeth, C, "Assessing IDPs in Post-Tsunami Aceh" 2005

⁸ (Bengtsson, et al. 14 May 2010) (OCHA 17 Feb, 2010)

Figure 1

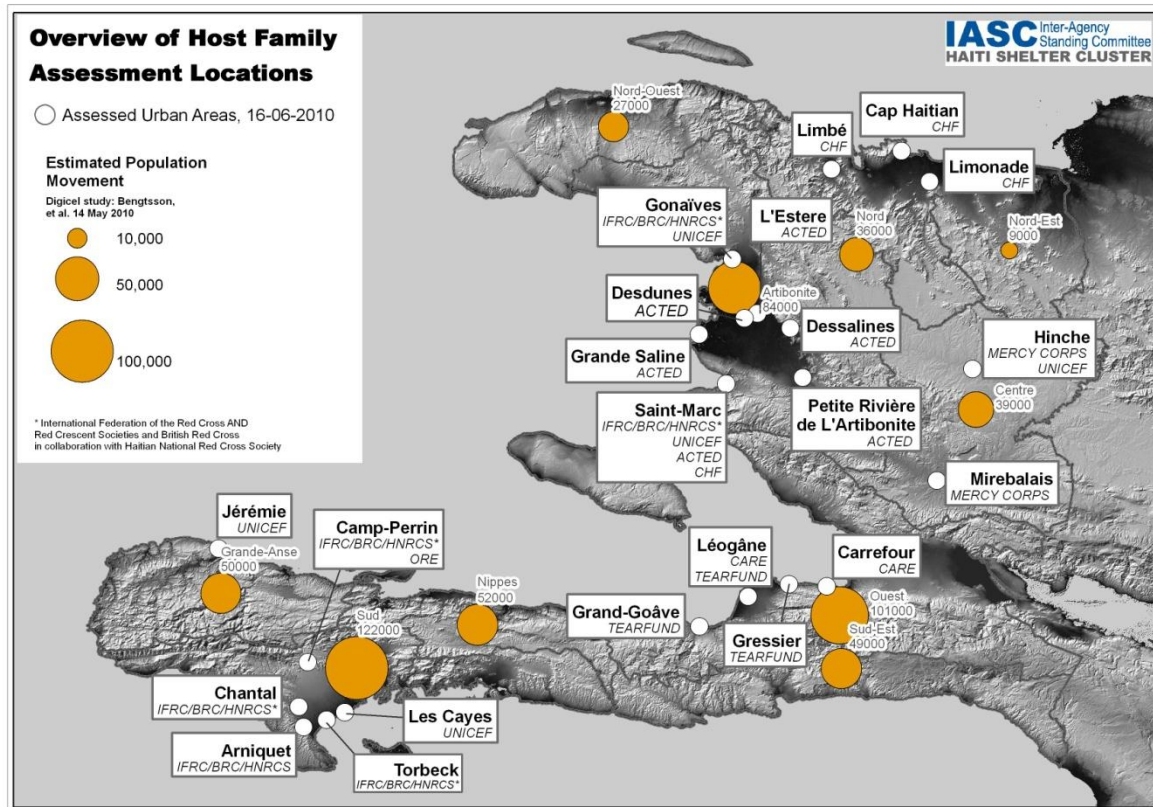


A study published recently looks at the movement of Digicel SIM cards which are used by 55% of 15-59 year olds in Port-au-Prince. Projecting from the available data the study estimates that 570,000 people or 22% of the population of Port-au-Prince had left the city by January 31st. The figures show that 21% of the total displaced were in the Sud province, 18% in Ouest (outside of the Port-au-Prince metropolitan area), and 15% in Artibonite. Port-au-Prince SIM cards also made their way to other provinces; however Sud, Ouest and Artibonite provinces received the highest numbers.

The figure 2 below looks at known host family assessments which have taken place in Haiti within the context of the Digicel findings. The findings from this study are relatively outdated now but are shown here to demonstrate that findings in the SIM card analysis are most significant in areas where may Host Family response interventions are already being conducted. However, the white dots on the map which represent the organisations present should *not* be taken in proportion to the orange Digicel findings, the coverage that each of these organisation has in any given area is relatively small and requires further intervention and support.

Additionally, several provinces identified in the communications analysis have not been assessed for host families yet. This is significant in showing where more initial research is needed to get an overall picture of the hosting situation.

Figure 2



By continuing to triangulate information in this way we will develop a more sophisticated understanding of the host community locations and be able to respond in target areas. The Host Family Working Group will follow up on this data and updates for further analyses in future versions of this document which will show the scale of assessments and dates.

Who Has Been Affected

Displaced Families

Up to 96% of the hosted population in Haiti moved into the homes, and on the land, of their immediate family⁹ and in some areas of the country the number of households hosting IDPs can be as high as 43%.¹⁰

Recent findings show that on average 4 adults and 2 children have been displaced into hosted families in many areas.¹¹ It has also been found that a majority of IDPs being hosted are women.¹²

While the majority of these hosted families were working prior to the earthquake in some regions 80% are now unemployed in their host communities.¹³ Similarly

⁹ CARE, Shelter Needs Assessment: Haiti Earthquake v.2, 20th April 2010; ACTED, Diagnostic des Besoins des Populations d'Accueil et Déplacées du Bas Artibonite, April 2010

¹⁰ ORE, Comité Communal de Protection Civile: La population venue de Port-au-Prince a Camp-Perrin après le tremblement de terre du 12 janvier 2010, March 2010

¹¹ See ACTED, CHF, and ORE studies.

¹² ORE, March 2010. This study found that 55% of IDPs in Camp Perrin were women in March 2010. CHF, also found that most IDPs in the North were adults, and women.

rates of children in school have drastically fallen for IDPs from pre-earthquake rates.¹⁴

Over the past few months resources have been stretched thin in the host communities and real and perceived opportunities for education, temporary and more permanent employment, and other assistance has increased in the earthquake affected urban areas. As a result, large numbers of those originally displaced, especially students and potential workers, are moving from host communities back into the earthquake zone.

The ACTED study of Bas Artibonite found that 77% of displaced families prioritized capital as their most important need. As most of these families arrived without any material resources, having lost not only their homes but in many cases all other belongings, they are in desperate need for work. This corroborates findings from other studies. For example, CHF found that both IDPs and host families said they needed work, food, financial assistance and schooling grants to sustain their arrangements.

Like in Cap Haitien, in Bas Artibonite food was mentioned as another high priority by 75% of the families. However, health was also mentioned by 50%; education by 14% and water by 9%. Most of the families evaluated in this study assisted their hosts by performing household tasks, with only 16% not assisting in any capacity.

An assessment conducted by CHF International found that IDPs in the North (Cap Haitien, Limonade and Limbe) found that a lack of first, livelihoods opportunities, and second, a lack of educational opportunities for children, were factors driving IDPs back to Port-au-Prince.¹⁵

A study in the Southern province (Sud) which was identified by the SIM card tracking project as the highest recipient of IDPs, found that 55% of displaced children were already registered in schools.¹⁶ In fact, this IFRC study found that while many displaced families had already come and left in search of work and other services, they often left their children behind with the host families to register and attend school.

This demonstrates the complexity of the 'push and pull' factors which drive displaced families back into affected areas, while many IDPs state that education is an important factor for incentivising their stay in non-affected areas, it seems that if they can leave school-aged children behind they will sometimes do so to search for work and other services which may not be available in resource scarce urban areas.

¹³ ACTED, Diagnostic des Besoins des Populations d'Accueil et Déplacées du Bas Artibonite, April 2010

¹⁴ ACTED, Diagnostic des Besoins des Populations d'Accueil et Déplacées du Bas Artibonite, April 2010; Organisation Pour la Rehabilitation de L'Environnement (ORE) March 2010

¹⁵ CHF International, CHF Assessments with Host Families/IDPs in the North (Cap Haitien, Limonade and Limbe)

¹⁶ International Federation of the Red Cross, British Red Cross and Haitian National Red Cross Society, June 2010

Further, IFRC’s research shows that while communications analyses such as the Digicel tracking study are innovative and provide an idea of potential movements, they also fail to give us a complete picture. For example, if the adult in Les Cayes left for Port-au-Prince with their mobile phones it would not be possible to capture the fact that displaced children are still there using this proxy.

Host Families

Host families in the provinces are by far and large agriculturally based with some small businesses.¹⁷ In all cases studied in Haiti it was found that the majority of the displaced are living with immediate family members.

Almost all families interviewed by ACTED expressed a need for food aid. Approximately half additionally prioritized health and 33% mentioned children’s education as another priority. Other needs identified included access to potable water, financial capital, renovations or reparations to shelter, and tools, fertilizer and seeds for the hosted family to assist with agricultural production.¹⁸

In the North¹⁹, CHF found that host families have encountered increased debt and expenses and decreased financial resources in their situation as hosts. Host families said that they would be able to sustain hosting IDPs longer with work, financial support, food support, building an extension in their house, credit, schooling and other housing.²⁰

The Agricultural Cluster in Haiti found in their study that many hosting households are coping by reducing the number of meals eaten. Food security has been a major problem for host communities, especially agricultural based ones which are depleting the number of grain and tuber reserves required to begin the new farming season.²¹

Tearfund, which is working with host families in earthquake affected areas found that hosting was affecting shelter, food stocks, water supplies, school intake and the petty trade environment in Leogane, Gressier and Grand Goave. Furthermore, they found that environmental degradation, particularly deforestation has also occurred.

A Difference in Needs: Earthquake Affected and Non-Affected Areas

The findings above demonstrate the material pressures that IDPs have had on host families in non-earthquake affect areas. Both host and displaced families prioritized capital, education and other services high on their list of needs, this is unsurprising when considering that host households have generally doubled their numbers, often with few resources to start with.

¹⁷ ACTED, Diagnostic des Besoins des Populations d’Accueil et Déplacées du Bas Artibonite, April 2010

¹⁸ IBID

¹⁹ Departement de Nord

²⁰ (CHF April 2010)

²¹ Agricultural Cluster, DRAFT Guide for Rural Host Family and Host Community Needs Assessments, 2010

In affected areas while all of these needs are still present, other needs must also be addressed. As CARE and Tearfund found, shelter,²² repairs and possibly other infrastructural projects are also required to accommodate the hosting situation in affected areas.

Host families who remain in affected areas tend to either be residents of those areas who have lost their homes and are residing in neighbours' shelters which have survived, or those who have fled worse affected areas such as Port-au-Prince and moved to other affected areas where their families have a home. These hosting communities have different needs and responses which must be further evaluated. It should also be noted that in these communities the overall population may have not significantly changed, thus the pressure on shared services can be due to earthquake damage rather than the hosting situation itself.²³

As many organisations are already focusing on programmes in affected areas it is essential that they include questions on hosting and identify displaced families in their surveys and focus groups. Households in affected areas have in many cases been overly assessed and with delays NGOs have faced in delivering goods and services beneficiaries have started to refuse interviews, in select cases even acting violently towards NGO staff due to this frustration. This emphasises the importance of both quick implementation, and multi-sectoral assessments which would avoid research fatigue through fewer overall assessments.

Secondly, while it is understood that no formulaic guidelines will apply to everyone in Haiti, the affected area hosts may have additional needs when generally compared to those in non-affected areas, these needs to be considered when applying host interventions. For example, a home in Leogane which survived the earthquake poses a greater risk of being structurally unstable than one in Les Cayes or l'Artibonite, this needs to be carefully evaluated by structural assessors, with contingencies for shelter interventions if required, to ensure the safety of host and displaced family members.

Host Community Involvement

Some organisations in Haiti have started moving from a 'Host Family' intervention, to a 'Host Community' intervention.²⁴

Using community participation methodologies local government officials like the CASEC,²⁵ councils, key informants and the larger community become part of the processes of identifying and selecting host families as well as finding community development support initiatives which will impact the greater population and help the displaced families integrate into their host communities.

²² Note, in Goma DRC it was found that shelter packages, although successful, created some imbalance towards the host family. This should be compensated with cash transfers or return packages for example. It may also be interesting to see if agreements between the host, hosted and the donor impact this imbalance.

²³ CARE International, CARE Shelter Needs Assessment: Host Family Pilot, Carrefour, June 2010

²⁴ As planned for IFRC, CARE and Tearfund interventions for example

²⁵ Le Bureau du Conseil d'Administration de la Section Communale

The priority needs which community leaders in Bas Artibonite identified are first, access to potable water, second latrines and third food aid. Other identified needs included education, housing, agricultural support and health care.²⁶

“Push-Pull” Factors: Population Movements

One of the major challenges which face organizations starting host responses is the difficulty in predicting what communities will demographically look like in coming weeks and months. As this information is imperative to programming it hinders the implementation required to make host communities sustainable.

The current flow of aid into urban areas such as Port-au-Prince has created a new wave of migration towards the most devastated area due to a pull towards employment, education and other services,²⁷ many of which are aid driven. Additionally, even though infrastructure and services were highly affected in the capital, schools, health centres and other public and private services are receiving a lot of attention in both Port-au-Prince and other directly earthquake affected areas.²⁸ Further, upcoming scenarios for the medium term might also include job creation and migration of unskilled labour to participate in reconstruction.

In less directly affected areas on the other hand, there is a push away as resources are diminishing due to these new demographics and economies. Therefore actors in Haiti are now trying to develop an integrated strategy which supports both those who are in affected and non-affected areas.

Push-pull factors are difficult to assess and predict due to the population movements which existed even prior to the earthquake, as in many developing countries it is not uncommon that people move between urban and rural areas based on annual school and agricultural cycles for example. In this way, many current IDPs may have been hosted by the same families on a regular basis prior to the earthquake. Even now, many IDPs are travelling back and forth between rural and urban areas.²⁹

Unfortunately there is no easy answer to this informational dilemma; however there are steps which humanitarian organisations can take to better understand the demographics and needs. These are outlined below.

Response Strategies

The first step in supporting host families is identifying them and understanding their needs, along with the needs of the communities they live in.

²⁶ IBID

²⁷ See for example the IFRC, ACTED, CARE, CHF and Digicel studies

²⁸ Interviews with sectoral cluster coordinators in Haiti corroborate this.

²⁹ Floresta, Results of Floresta Haiti Rapid Assessment of Project Areas, March 2010

Host family assessments have already been conducted in several areas as represented in the map above. A summary of findings and responses can be found in the appendix.

While it is clear that more host family oriented questions need to be asked in all assessments and fed back to the Host Family Working Group, the challenge with this information is that it captures a static picture of what the hosting situation was like at one moment. Many organisations who identified hosting relationships in their preliminary interviews a month or two ago, have returned those families only to find that many of the IDPs have returned to their original areas of residence. While in some cases this may be because their homes have been repaired or their children's school re-established for example, more often these families are displaced a second time to live in overcrowded and unsafe urban camps in search of employment, cash-for-work, or services.³⁰

The best ways to catch up to the population dynamics is twofold:

1. Track the movements and needs
2. Develop evidence based strategies starting with options which can be quickly implemented and support the wider community

1. Tracking Movements & Needs

To track movements in an emergency environment assessments are essential. No matter the form, assessments can yield valuable information on numbers of IDPs, host families, their needs, and their intentions. The problem is how to deal with this information if it is constantly changing.

Host family assessments have been carried out in various areas in Haiti in the forms of interviews, observations and focus group studies.³¹ However, as mentioned above verifications of these studies, even if only one month later, have found high levels of IDP return.³² This is in spite interviews with many displaced persons who originally stated that they would stay in the host community if able.³³

Community Monitoring Tool³⁴

A community monitoring tool should be used for those implementing and advocating host family responses it would provide interesting proxy information on where host communities are and what their needs are for both earthquake affected and non-affected areas.

The UN Office for the Coordination of Humanitarian Affairs (OCHA) in Haiti is currently in the process of developing a Community Monitoring Tool (CMT) which uses assessment information already gathered to form a data baseline. From

³⁰ Note, ACTED has found that in many cases IDPs returned after one month but left resources severely depleted.

³¹ See appendix for more details

³² See for example, CARE, IFRC and others

³³ See for example ORE, ACTED and others

³⁴ Working title

this information key indicators will be developed for humanitarian sectors and developed into a multi-sectoral monitoring tool which organisations in Haiti can update on a regular basis to share information and updates on many humanitarian sectors at once.

Challenges

The CMT, although an interesting and tool, is lacking in that it still requires further assessments. Even if the number of organisations assessing an area to gather baseline information is reduced it is clear that this will not necessarily be a convincing argument for beneficiaries with immediate needs which have not been addressed, and who are fatigued by the data collection process. Furthermore, the CMT would be based on many assumptions through the process of determining both key indicators, and key areas of where the tool would be used.

For this reason it would be highly recommended that this tool be used with others to triangulate information and follow with evidence based implementation.

Other Tracking Tools

Digicel SIM Cards

The Bengtsson, et al. Digicel SIM card analysis is one innovative example of tracking movements. While this information relies on Digicel subscriptions as a proxy for the greater population, and can miss out of key information such as the numbers of IDP children, it can be used in relation to other data collection tools to approximate where IDPs are.

Further studies on more recent movements, as well as movement prior to the earthquake, for example during the 2009 period, would also be interesting follow ups to this study which could be used to extract regular population movements which may be inflating the numbers of IDPs.

School Registration

School registration has already been used by some organisations³⁵ to get an indication of how many new children are registered. While it is evident that not all IDPs are registered in host community schools for various reasons,³⁶ school registration can also yield some relevant information. Furthermore, schools, like other community service centres, can be used as a platform for outreach and further registration of IDPs as school children can often provide information on where other children not attending schools are.³⁷

Local Authorities and Community Based Organisation

In some communes in Haiti, local authorities have taken the initiative of registering IDPs in their communities. Further, community based organisations

³⁵ For an example see the IFRC study

³⁶ Including lack of space and inability to pay school fees

³⁷ OCHA is currently in the process of follow up with Digicel to conduct further analyses with their data

and key community leaders and informants can often provide valuable and accurate information on who's new to their community.

While this information is not always available and in some cases has been found to be unreliable, it can nonetheless be used as another proxy to triangulate information.

It is evident that collecting information on this scale cannot be expected from organisations working in a humanitarian context where quick implementation is not only the mandate, but also required to relieve and protect beneficiaries after an emergency.³⁸ This paper instead advocates that humanitarian organisations working in Haiti use multi-sectoral rapid assessments which will feed into the CMT when possible. Further, mobilising or forming community groups organisations will allow organisations to operate more transparently and have the community itself verify the number of IDPs and their needs using community development approaches.³⁹

For non-affected areas where assessments are less common it may be possible to use these community-based approaches, along with other tools such as the CMT, communications analyses, and local government data to assess needs and numbers.

2. Implementation

Gathering information on the characteristics of host communities comes ahead of developing intervention responses. While the data is required for response, the response is also contingent to conducting assessments. Without a clear response communities are left alienated from organisations which they can come to perceive and only data collectors.

CHF international has dealt with the multitude and individuality of host family needs by presenting families a menu of intervention options including vouchers, small business cash transfers, tools, and shelter. This system emphasises household level choice.

On the other hand, the IFRC is in the process of developing a community based approach for their work in Les Cayes. This proposal looks to use communities and especially schools, as a platform to support livelihoods, education, give psychosocial support to IDP children and enlarge public schools.

It is clear that interventions can take different forms and what applies in an earthquake affected areas may not in non-affect areas, however the dichotomy

³⁸ For example, at the time of writing this paper the hurricane season was approaching, will thousands of Haitians still living under flimsy tents of structurally unsound buildings quick intervention based on rapid assessments was the norm where the potential for another emergency due to the rains or hurricanes was a valid concern

³⁹ Note, In Goma DRC Care managed to assist those most vulnerable in a transparent and accountable way through community participation processes; however, this led to considerable delays in delivery of services. It is evident that in an emergency situation both participation and efficiency of service delivery are priorities but often move in different directions. This needs to be further explored and guidelines determined based on the experiences of organizations working with host families in Haiti.

is not clear cut either. Both CHF and IFRC will operate programmes in non-affected areas of Haiti and have found different sets of needs and approaches. It is also interesting to mention that both piloted their programme expecting one of the major needs to be shelter; however this was not the case in either community.

Implementation Guideline

Based on the initial experiences of agents in Haiti and host family interventions elsewhere some initial response guidelines can be formulated:

- ✚ Host family interventions must be in place quickly after targeting to prevent research fatigue, and disincentivise further displacement
- ✚ If needs identified by an organisation are not within its capacity or mandate to fulfil they should be brought to the Host Family Working Group to coordinate implementation with other organisations and Clusters
- ✚ The host family should be considered as one household made up of the host and displaced families who must together decide how support will be used and/or divided
- ✚ Household and community level support must be programmed together, both to mitigate potential conflict, and to develop broader mechanisms which will support the infrastructural and socio-economic changes which have taken place in *all* Haitian communities
- ✚ The wider community must be involved in host family interventions such as identifying hosts and mobilising community participation which will involve both host and displaced families
- ✚ Selection criteria and organisational intentions for the broader community needs to be well communicated and transparent to prevent research fatigue and organisations should develop such criteria based on vulnerability indicators such as income and special needs identified by the community
- ✚ To facilitate understanding of population movement more than one tool should be used to triangulate information. This information should be shared and managed by a coordinating agency such as the Host Family Working Group or the UN Office for the Coordination of Humanitarian Affairs
- ✚ While cash-for-work and similar short term programmes may inject capital quickly into communities, longer term investment strategies including capacity building must be developed in host communities
- ✚ Development strategies must be based on displaced family intentions of returning, integrating or potentially resettling to new communities. These intentions emphasise that hosting is not a durable solution and that although some arrangements may become permanent it is important to understand the longer term intention of the community and develop longer term solutions accordingly

- ✚ In rural areas it will be important to monitor for the increased effects of urbanisation where large numbers of IDPs are supported through host programmes
- ✚ Guidelines should continue to be monitored and updated to form evidenced based policy which will be extracted from findings from assessments, responses and evaluations
- ✚ All above guidelines will depend on local empathy levels and the economic absorption capacity of the local economy. This needs to be clearly understood before implementation

Most organisations that have begun researching host community needs in Haiti have only recently finished gathering the data and are still in the process of developing their responses. To date, few can be identified that have begun piloting host family interventions in Haiti making it difficult to assess the impact of programmes as the implementation stage is still in progress.

For this reason it is important that the Host Family Working Group in Haiti continue to update and synthesise information, especially as evaluations of responses become available. This will strengthen the guidelines both for work in Haiti and for future disasters.

One lesson learned towards future humanitarian missions has already become clear: host family issues need to be addressed at the onset of emergencies. While no one can deny immediate needs in the most directly affected areas after an emergency, however within the first month after the earthquake, many non-affected areas began to suffer as their populations grew, and were greatly affected by the scarcity of resources and new national and local economies formed through the aid abundance, and the devastation of pre-earthquake infrastructure which facilitated petty trade, agriculture and other livelihood opportunities.

While host families in affected areas were easier to identify through rapid assessments taking place immediately after January 12th, we still do not have a clear picture of who moved, where, and when, partially because organisations conducting these assessments did not always use that opportunity to facilitate registration of host families to come back to them and assess their particular needs.

This paper recommends that, at early stages of emergencies, organisations empower the local authorities to take on this task and mobilise the community through their assessment processes.

Costs/Budget

Budgets will depend on the number of intervention areas, extent of persistent hosting, and individual household and house/land characteristics. For example, the Shelter Cluster in Haiti has budgeted transitional material assistance at \$30-50USD per person per year spread over 3 years in a family of 5 hosts and 5

hosted. However, the total support package could be up to \$1500USD including transport, labour and potential taxes, this would include a one-time cost towards a transitional shelter for example.⁴⁰ The Shelter Cluster also advocates that packages should be seen in the context of household incomes, labour rates, housing costs and geographic variation. Additionally, they would be adapted to the composition of the host-family and the proportionality of the burden of hosting (for example, in the case of hosting a disabled or elderly person with special needs).⁴¹

On the other hand CHF has valued their response packages at \$850USD each for a menu of responses including cash transfer, livelihoods and education for example.

Costing per intervention will differ dramatically based on whether a community based approach or household approach is taken. Further, as demonstrated above the needs in differing communities depending on factors such as the number of IDPs, the amount of physical damage caused by the earthquake, and pre-existing structures such as schools, hospitals, and businesses for example.

As host family interventions continue and accelerate in Haiti a better understanding of these costs will be developed.

Phasing Out & Return

The terms and sustainability indicators of hosting will be developed with communities, however in many cases displaced persons will use the hosting community on a transitional rather than permanent basis, either wanting to return to their areas, or required to return due to the un-sustainability of some hosting relationships.

The return of host families is a personal issue between the community and displaced persons. It is the responsibility of humanitarian organisations to facilitate the accommodation of IDPs into host communities where that intervention is wanted, and needed. Additionally the intentions of the host family as a whole unit must be determined prior to rolling out support to understand what responses are required to incentivise the stay of the displaced on both sides, and prevent camp overcrowding in severely affected areas.

To complete the host family support intervention return packages have been given in other contexts,⁴² the sustainability and feasibility in terms of support packages and displaced families' return options will need to be further understood before recommendations can be made on similar programmes in Haiti.

⁴⁰ This includes the total sum of \$30-50 per person per year over 3 years, plus other potential aid packages including shelter, renovations and repairs, latrines, etc.

⁴¹ IASC, Host Families Shelter Response Guidelines, April 2010

⁴² See Jeene, H., Evaluation Project Umoja, 2009

Conclusion

This paper provides guidelines for the three broad phases of host community support: tracking movements and needs, implementation of host family responses and programmes, and evaluation of those responses to continue this learning process. All of these steps require inter-sectoral cooperation, coordination and sharing of information, this is essential in providing a holistic support package which will allow development and support to the affected and non-affected areas, while mitigating the growth of camps in worst affected areas where services and work opportunities are, and are perceived to be, concentrated.

The following provides a summary of key guidelines discussed in this paper:

1. Tracking Movements & Needs

- ✚ To facilitate the understanding of population movement more than one tool should be used to triangulate information, this could include information gathered through assessments, community monitoring tools, local authorities, communications analyses, community based organisations, etc
- ✚ This information should be shared and managed by a coordinating agency such as the Host Family Working Group or the UN Office for the Coordination of Humanitarian Affairs
- ✚ One of the most important aspects of tracking movements and needs is sharing information on a multi-sectoral level, this paper advocates that humanitarian organisations working in Haiti use multi-sectoral rapid assessments which will feed into the CMT when possible
- ✚ Furthermore, as many organisations are already focusing on programmes in affected areas it is essential that they include questions on hosting and identify displaced families in their surveys and focus groups
- ✚ At early stages of (future) emergencies, organisations must empower local authorities to take on the task of identifying IDPs and their needs, as well as mobilising the communities through their assessment processes

2. Implementation

- ✚ Host family interventions must be in place soon after targeting to prevent research fatigue, and disincentivise further displacement
- ✚ The Host Family Working Group should be used to coordinate interventions where one organisation is unable to meet identified needs
- ✚ Selection criteria and organisational intentions should to be well communicated and transparent
- ✚ The host family should be considered as one unit including the host and displaced families who must together decide how support will be used and/or divided
- ✚ Household and community level support must be programmed together

- ✚ The wider community must be involved in host family interventions
- ✚ While cash-for-work and similar short term programmes may inject capital quickly into communities, longer term investment strategies including capacity building must be developed in host communities
- ✚ Development strategies must be based on displaced family intentions of returning, integrating or potentially resettling to new communities

3. Evaluation

- ✚ Guidelines should continue to be monitored and updated to form evidenced based policy which will be extracted from findings from assessments, responses and evaluation findings
- ✚ Organisations must monitor for the effects of increased urbanisation in rural areas where large numbers of IDPs are supported through host programmes
- ✚ The applicability of host community support will depend on local empathy levels and the economic absorption capacity of the local economy. This needs to be clearly understood before implementation with guidelines further developed through evaluations

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Appendix

1. Host Family Working Group Terms of Reference

This group's focus is on Host Families and the Internally Displaced People (IDPs) who live with them. The January 12th earthquake led to the loss of thousands of homes and other essential infrastructure and services. This led to a mass migration towards "non-earthquake affected" areas in Haiti where IDPs were hosted, generally with close family members. Over the past few months resources have been stretched thin in host communities and real and perceived opportunities for education, temporary and more permanent employment, and other assistance have increased in the earthquake affected urban areas. As a result, large numbers of those originally displaced, especially students and potential workers, are moving from host communities back into earthquake affected zones.

Early assessments demonstrate that with the right support many IDPs want to continue living in their host communities and the host families are also often receptive to this idea, again with the proper support mechanisms required.

This group aims to evaluate hosting situations, offer guidance and coordination to organizations supporting IDP's that seek to remain in host communities and rebuild their lives outside the earthquake zone thereby avoiding the current overcrowded and often unsafe living conditions in the urban earthquake affected areas.

Objectives

1. To review host family assessments and responses using experiences and methodologies from organizations engaged in different emergency and development sectors (including but not excluded to agriculture, education, shelter, early recovery, and livelihoods)
2. To map what interventions and responses are taking place in host family work
3. To support the understanding of broader push-pull factors which effect IDP migration
4. To advocate host family responses as both transitional and early recovery development which will benefit the wider Haitian society. This will be done by feeding findings into the Early Recovery, Shelter and ICC clusters who will then advocate for responses on higher governmental levels.
5. To produce a living document which provides Host Family Response Guidelines, first draft to be completed by June 18th.
6. To continue updating the host family response guidelines based on developments in migration, gaps and achievements.
7. To encourage the sharing of lessons learned, good practices, challenges and mitigating approaches identified in the host family initiatives of different organizations.
8. To encourage the sharing of beneficiary information where necessary in order to harmonize interventions on the ground, especially where two or more organizations work in the same or neighboring zones.

2. Summary of Assessments, Findings and Responses in Haiti

Organisation	Where the Assessment was Conducted	Assessment Type	Findings	Response (Current and/or Planned)	Data Collected
ACTED	Bas Artibonite: Desdunes, Estere, Marchand Dessalines, Dessalines, Petite Riviere, Saint Marc and Grande Saline	Various sources: interviews with mayors, local authorities (CASECs), schools, host families and IDP families.	<ul style="list-style-type: none"> • 96% of IDPs were living with immediate family • Children registered in schools in the area has increased 10% • With IDPs host family sizes have increased to an average of 7-12 people • 50% of IDPs have the intension to move into the host community permanently • Host families identified their needs through food, health and education • IDPs identified their needs through access to work and liquid capital, food and health 	n/a	March - April 2010
CARE	Leogane & Carrefour	House household surveys as a part of a shelter needs assessment identified those reporting to be hosting, secondary survey being piloted now targeting the host households and to learn more about IDP family's situation and stability of hosting	Very preliminary findings from Carrefour suggest that: <ul style="list-style-type: none"> • Many identified IDPs were being hosted before the earthquake • Some IDPs have already left Carrefour and in some cases the host family is unaware of where the IDPs now are 	Planning shelter and/or NFI driven interventions in short term but with medium term community-based follow up interventions on broader preparedness, risk reduction, micro planning around livelihoods. Looking for partners for implementation of repair projects.	April- Present 2010

CHF	Cap Haitien: Cap, Limonade, Limbé and Saint-Marc	Meetings with local authorities including mayors and focus groups based on previous registration of IDPs for local authorities	<ul style="list-style-type: none"> • Most IDPs are adults and mainly women • There are people or associations who have rented or lent houses to host IDPs • A significant number of host families were 'visibly' tired of the hosting situation • Both IDPs and host families said they needed work, food, financial assistance and schooling grants to sustain their arrangements • IDPs and hosts often had no plan to cope with their situations, some IDPs said that they would be willing to stay if they could find some help • Few IDPs were able to financially contribute to the household 	Emphasis of household level choice through the provision of a 'menu' of support options, each valued at \$850USD, from which beneficiaries can choose from a selection of livelihoods, shelter, agricultural and other options. At present this assistance is targeted in Cap, Limonade and Limbé	March - April 2010
IFRC/BRC/HNRCS	Les Cayes: Torbeck Arniquet, Chantal, Camp Perrin	Preliminary assessments, household assessments, focus group surveys and validation.	<ul style="list-style-type: none"> • Adult IDPs had already started returning to affected areas in search of work and other opportunities - this also made it difficult to verify the existence of IDPs • Children were being left behind with host families to be registered in schools • 93% of the IDPs were being hosted by first or second degree relatives • The average host family had 9.2 members, 4.7 hosted • Many homes were poorly built and too small to accommodate the number of people there • Nearly half the IDP families showed some willingness for some or all of their family to return to earthquake affected areas • The ratio of economically active population to total population was 1:9 • 55% of families with children reported having registered them in schools within the host community 	Shelter, as previously predicted, was not the main concern of the host community. The study proposes that livelihoods and education along with psychosocial support of IDP children should be prioritized with renovation and enlargement of public schools as other essential goals. These support mechanisms will use Host Community approaches often using schools as a platform.	April-May 2010; Camp Perrin in May
IFRC/BRC/HNRCS	Saint-Marc and Gonaives	Scoping study	Findings thus far: similar results to IFRC's study in Les Cayes	To be determined but likely in line with Les Cayes.	May - ongoing
MERCY CORPS	Plateau Central: Mirebalais and Hinche	House household surveys carried out by local students	They have just completed 20,000 surveys. As data entry has just begun the only preliminary findings learned thus far is that many IDPs have returned.	Mercy Corps is planning on using the findings of this programme to register beneficiaries for their cash grant and Cash for Work programme in Plateau Central.	April-June 2010

ORE	Camp-Perrin: Centre, 1st, 2nd and 3rd sections	Household surveys administered to IDPs registered in the area	<ul style="list-style-type: none"> • IDPs represented an increase of 22% of the population • 55% of IDP were female • Most hosting families were found to host 4 IDPs • Only 8% of IDPs previously worked in agriculture, this demonstrates that the majority of IDPs came from urban areas • 42% of IDPs had a background in construction • More than work, schooling was the major 'pull' factor to Port-au-Prince 	n/a	Mar-10
TEARFUND	Leogane: Citronniers, Cormiers, Gros Morne Grand Goave: Grande Colline Gressier: Petit Boucan	Rapid Multi-Cluster Needs Assessment using focus group discussions, a random sample of individual questionnaires, household observation, and general environment observation	<ul style="list-style-type: none"> • Extended families were camping beside their hosts' homes under flimsy cotton sheets propped up • Hosting was found to affect shelter, food stocks, water supplies, school intake and petty trade environment • The presence of additional children in rural areas was adding to the need for more schools • Host families limited food stocks were running out • Room for hosting was insufficient 	Tearfund is planning on implementing a project to ensure the provision of education, improved access to livelihoods, transitional shelters and ensure that the water and sanitation situation in the area is improved and accompanied by improvements in hygiene behaviour.	Feb-10
UNICEF	Artibonite: Gonaives, Saint Marc; Plateau Central: Hinche; Sud: Les Cayes and Grand Anse; Jeremie	Rapid Assessment using focus group discussions	<p>Some preliminary findings from the data which was still being analysed at the time of this report:</p> <ul style="list-style-type: none"> • In some areas such as Hinche and rural areas of Saint-Marc IDPs were mainly from Port-au-Prince and had wanted to stay with their host families. In other areas such as Gonaives and Les Cayes the Port-au-Prince IDPs wanted to move back but did not have the means to do so (e.g. rent, school fees) • It was universally expressed that in all locations income generating activities and support for employment (e.g. microcredit, vocational training and cash-for-work) would incentivise IDPs to stay in the host community. • It was universally expressed that IDPs were unable to afford educational costs and/or that there was a lack of space for IDP students to attend classes • Families in Hinche and Les Cayes raised the fact that many host families lacked the means to purchase food, their economic situation already being precarious prior to the earthquake 	n/a	Apr-10