



**RENFORCEMENT DES CAPACITES DANS LA GESTION DES RISQUES ET DESASTRES
: CONSTRUCTION/REHABILITATION D'ABRIS, FORMATION EN GESTION DES
RISQUES ET DESASTRES
FINAL PROGRAMME¹ NARRATIVE REPORT**

Programme Title & Number	
<ul style="list-style-type: none"> Programme Title: Renforcement des capacités dans la gestion des risques et désastres : construction/réhabilitation d'abris, formation en gestion des risques et désastres (http://mdtf.undp.org/factsheet/project/00077386) Programme Number: UNDG/HRF-4 MDTF Office Atlas Number: 77386 	

Country, Locality(s), Thematic Area(s)²
Haiti, Disaster risk reduction

Participating Organization(s)
<ul style="list-style-type: none"> Direction de la Protection Civile (DPC), Government of Haiti International Organization for Migration (IOM)

Implementing Partners
<ul style="list-style-type: none"> National counterparts (government, private, NGOs & others) <ul style="list-style-type: none"> Direction de la Protection Civile (DPC) Ministry of Social Affairs and Labour Ministry of Public Works Direction Nationale d'Eau Potable et d'Assainissement Haitian Red Cross International Organizations, including NGOs <ul style="list-style-type: none"> OpenStreetMap/ Humanitarian OpenStreetMap Team (HOT)

Programme/Project Cost (US\$)	
MDTF Fund Contribution:	2,000,000
• <i>by Agency (if applicable)</i>	
Agency Contribution	n/a
• <i>by Agency (if applicable)</i>	
Government Contribution <i>(if applicable)</i>	n/a
Other Contribution (donor) <i>(if applicable)</i>	n/a

Programme Duration (months)	
Overall Duration	1 year
Start Date ³	28 February 2011
Original end date	31 January 2012
Revised End Date, <i>(if applicable)</i>	n/a
Operational Closure Date ⁴	31 January 2012

¹ The term "programme" is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

³ The start date is the date of the first transfer of the funds from the MDTF Office as Administrative Agent. Transfer date is available on the [MDTF Office GATEWAY](http://mdtf.undp.org) (<http://mdtf.undp.org>).

TOTAL: 2,000,000

Expected Financial Closure Date 01 March 2012

Final Programme/ Project Evaluation

Evaluation Completed
 Yes No Date: _____

Evaluation Report - Attached
 Yes No

Submitted By

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⁴ All activities for which a Participating Organization is responsible under an approved MDTF programme have been completed. Agencies to advise the MDTF Office.

FINAL PROGRAMME REPORT

I. PURPOSE

- a. Provide a brief introduction to the programme/ project.

Haiti is the poorest country in the Western Hemisphere. High levels of insecurity related to the limited access to basic services and income generation opportunities coupled with a volatile political context have characterized the country in recent years. The situation in the country was further exacerbated in January 2010 when a magnitude 7.0 earthquake struck Haiti with an epicenter about 15 km southwest of the capital, Port-au-Prince. The majority of the population remains in a state of poverty with very limited economic opportunities. Even before the 2010 earthquake, Haiti was repeatedly the victim of natural disasters which cost the lives of thousands and caused untold damage to housing, infrastructure, agriculture and livelihoods. This level of damage almost always exceeds that of other countries in the region with similar climates and hazards. The reasons for this level of vulnerability (especially when compared to other islands in the Caribbean with similar climates and cyclone risks) are in fact primarily human. As of 2004, only two per cent of the country's forests remained, the rest having been cut down and used to make charcoal for fuel by a desperately poor population. The almost total dearth of trees in the highly mountainous areas causes catastrophic flooding when even moderate rains fall on the country. The hillsides have few trees to absorb this rainwater, and the result is mudslides, landslides and catastrophic flooding in the lower-lying (and more populous) areas. Other factors similarly contributing to this near-catastrophic situation are: limited state capacity in terms of disaster planning and response, inadequate infrastructure, lack of knowledge about natural disaster risk management among the population, drainage canals blocked by garbage, a serious lack of evacuation shelter space (made worse yet by the earthquake which destroyed or severely damaged countless buildings), etc. Standing water (commonplace during the annual rainy season) also leads to spikes in cholera, now epidemic in Haiti.

The purpose of this project was to help address some of this vulnerability and to help the state and population prepare for and respond to natural disasters. Specifically, the project sought to, on the one hand, to increase safe space for displaced and other vulnerable populations in case of cyclone or other disaster (short-term evacuation) and to reduce the exposure of the population to the effects of natural disasters by providing certain populations with the tools and knowledge necessary.

- b. Provide a list of the main outputs and outcomes of the programme as per the approved programmatic document.

- Outcomes
 - To enhance the capacity of DPC in camp and community-level disaster preparedness;
 - To contribute to improved resiliency of vulnerable populations; and
 - To provide safe space for the most vulnerable populations in case of tropical cyclone.
- Outputs
 - Development of a field-level disaster preparedness training curricula adapted to the post-disaster context in Haiti;
 - Conducting of disaster preparedness and risk reduction field training;
 - Facilitation of disaster risk reduction training of trainers;
 - Establishment of evacuation shelters to house extremely vulnerable IDPs in case of hurricane; and
 - Repair of community buildings which can be used as evacuation shelters in case of hurricane.

- c. Explain how the Programme relates to the Strategic (UN) Planning Framework guiding the operations of the Fund.

In general, the project advanced Action 4.1.3 (the disaster-risk reduction component) of the Haiti Action Plan by providing additional evacuation space should the need arise and by reducing the risk and exposure to disasters through training, local-level risk identification and capacity-building for DPC staff and communities themselves. (Note: this project was structured around the Haiti Action Plan and not necessarily the Strategic Planning Framework.)

d. List primary implementing partners and stakeholders including key beneficiaries.

- Direction de la Protection Civile (DPC) – both implementing partner and beneficiary (DPC at national, departmental and local levels)
- Ministry of Social Affairs – both implementing partner and beneficiary
- Ministry of Public Works – implementing partner
- Direction Nationale d’Eau Potable et d’Assainissement – implementing partner
- Haitian Red Cross – implementing partner
- OpenStreetMap/ Humanitarian OpenStreetMap Team (HOT) – implementing partner
- Populations living in IDP sites in the earthquake-affected zone as well as other vulnerable areas

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

a. Report on the key outputs achieved and explain any variance in achieved versus planned results.

- Infrastructure – in the context of this project, DPC and IOM constructed four new shelters and rehabilitated ten others. In this context, DPC, the Ministry of Education, UNICEF/Education Cluster and IOM reached a policy compromise on the use of schools, including measures in order to protect the educational infrastructure and the right to education, whilst at the same time permitting a more practical approach in terms of the lack of available land for new construction (especially in Port-au-Prince) and the use of educational infrastructure (especially with efforts under this project to create “non-essential” facilities at schools such as auditoriums or gymnasiums which allow for evacuation space whilst minimising disruptions to educational facilities and functioning). *See Annex I – map of evacuation shelter projects*
- Guide on Evacuation Shelter Management – in support of DPC, IOM helped create Haiti’s first national policy on short-term evacuations, covering preparation, pre-evacuation, evacuation and post-evacuation stages. The *Secrétariat Permanent de Gestion des Risques et des Désastres* (SPGRD) officially adopted the Guide as policy on 16 Dec 2011. The development and adoption of the Guide was a key component in the sustainability of this project. *See Annex II – PDF version of Guide*
- Structural evaluations – DPC, the Ministry of Public Works, the Ministry of Social Affairs and the Haitian Red Cross, with the support of this project, evaluated 500 potential evacuation sites in Port-au-Prince to determine structural stability for use as evacuation shelter. This was seen as essential considering the level of damage sustained as a result of the 12 January 2010 earthquake. *See Annex III – map of shelters evaluated as part of this evaluation*
- Mapping of shelters – DPC and IOM also updated DPC’s nationwide evacuation shelter list (originally created in 2009).
- Support to Thematic Committee on Evacuation Shelter Management – this official working group of the SPGRD was re-launched in order to advance on a variety of important questions related to evacuations. DPC and IOM also held a workshop with DPC, CRH and mayors of the PaP metropolitan area in order to discuss evacuations, and a similar event is scheduled for Feb 2012 with departmental representatives of DPC, MAST and CRH.
- Workshop with mayors of the Port-au-Prince metropolitan zone, DPC and the Haitian Red Cross regarding the planning and organisation of an evacuation in case of cyclone.
- Implementation of a field-level disaster risk management course to improve resiliency of the

population in terms of natural disasters (37 trainings, approximately two weeks of training per camp, for 200 beneficiaries in IDP camps; training of trainers in the same for 200 additional beneficiaries)

- Training for DPC in evacuation shelter management (100 participants, three days), using the course developed by USAID/OFDA (before the development of the Guide, which will now serve as the basis for future trainings in evacuation shelter management).
- Training for DPC, MAST, DINEPA and the Haitian Red Cross in evacuation shelter surveying (determination of capacity, number and condition of WASH facilities, location, contact information, etc.) for 50 participants, which were each half-day trainings followed by field-level data collection

In terms of variance between outputs and results in the original project document, DPC and IOM undertook not only the activities foreseen in the project document, but numerous other activities as well. The reason for this is that, whilst construction and rehabilitation of evacuation centres is an important step, it is but one component in a much longer process to (1) institutionalize the process of evacuations in Haiti to ensure safe, orderly and well-managed evacuations in case of emergency (in this sense, IOM and the Thematic Committee on Evacuation Shelter Management is working closely with national, departmental, communal and local authorities); (2) effective sensitization of the population in terms of evacuation procedures, expectations, rights, responsibilities, etc. during an emergency; (3) implementation of strategies aimed at minimizing the impact of an evacuation on the evacuees themselves as well as the buildings and infrastructure used as an evacuation site; and (4) assuring appropriate management of evacuation shelters, including appropriate measures for particularly vulnerable groups.

- b. Report on how achieved outputs have contributed to the achievement of the outcomes and explain any variance in actual versus planned contributions to the outcomes. Highlight any institutional and/ or behavioural changes amongst beneficiaries at the outcome level.

Outputs	Outcomes	Variance
Four new shelters, ten rehabilitated shelters.	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing the amount of safe space by 2000 people.	The number and type of projects in this regard varies from the original document because of (1) the lack of available land for new construction, (2) difficulties in assuring maintenance of new structures; and (3) the extreme urgency of providing safe space as quickly as possible considering the number of people remaining in extremely vulnerable areas such as IDP camps (rehabilitations being much faster to complete and much less complicated in terms of land tenure issues)
Guide on Evacuation Shelter Management	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing State capacity in terms of shelter organisation and management	Although not specifically foreseen in the original project document, an improvement in the mechanisms of evacuation shelter management proved necessary early on in the 2011 cyclone season

Structural evaluations of 500 potential shelters in PaP.	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing dramatically the amount of space available in existing infrastructure in case of cyclone.	Although not specifically foreseen in the original project document, structural concerns post-earthquake vis-à-vis existing infrastructure became a priority of the Government in order to maximise available evacuation space.
Mapping of 600 other shelters	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing dramatically the amount of space available in existing infrastructure in case of cyclone	Although not specifically foreseen in the original project document, an update of the inventory of existing infrastructure became a priority of the Government in order to maximise available evacuation space
Support to Thematic Committee on Evacuation Shelter Management	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing state capacity in terms of shelter organisation and management	Although not specifically foreseen in the original project document, an improvement in the mechanisms of evacuation shelter management proved necessary early on in the 2011 cyclone season
Workshop with mayors of the Port-au-Prince metropolitan zone, DPC and the Haitian Red Cross regarding the planning and organisation of an evacuation in case of cyclone	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing state capacity in terms of shelter organisation and management	Although not specifically foreseen in the original project document, an improvement in the mechanisms of evacuation shelter management proved necessary early on in the 2011 cyclone season
Implementation of a field-level disaster risk management course to improve resiliency of the population in terms of natural disasters (37 trainings (approximately 400 training days) for 200 beneficiaries in IDP camps; training of trainers in the same for 200 additional beneficiaries)	This contributed to the stated outcome of improving “resiliency of vulnerable populations” by greatly increasing the capacities of vulnerable populations (especially those in IDP camps) to reduce and manage disaster risks in those camps as well as to prepare for and respond to natural disasters in those areas)	Due to the modalities of the training methodology, significantly more trainings were conducted than anticipated in the original project document
Training for DPC in evacuation shelter management (100 participants)	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing state capacity in terms of shelter organisation and management	In order to assure better management of shelters constructed or otherwise identified under this project.

Training for DPC, MAST, DINEPA and the Haitian Red Cross in evacuation shelter surveying (50 participants)	This contributed to the stated outcome of the provision of “safe space for the most vulnerable populations in case of tropical cyclone” by increasing state capacity in terms of shelter organisation and management	Although not specifically foreseen in the original project document, an update of the inventory of existing infrastructure became a priority of the Government in order to maximise available evacuation space and data collection missions became necessary
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- c. Explain the overall contribution of the programme to the Strategy Planning Framework or other strategic documents as relevant, e.g.: MDGs, National Priorities, UNDAF outcomes, etc

In general, the project advanced Action 4.1.3 (the disaster-risk reduction component) of the Haiti Action Plan by providing additional evacuation space should the need arise and by reducing the risk and exposure to disasters through training, local-level risk identification and capacity-building for DPC staff and communities themselves. (Note: this project was structured around the Haiti Action Plan and not necessarily the Strategic Planning Framework.)

- d. Explain the contribution of key partnerships and collaborations, and explain how such relationships impact on the achievement of results.

Ministry of Social Affairs and Labour – line ministry for evacuation shelter management; instrumental in building evaluations, shelter trainings and completion of Guide. MAST plays a key role in case of any evacuation.

Haitian Red Cross – essential for access to Red Cross volunteers and staff at field level and for the importance of this institution in terms of disaster risk management and disaster risk reduction. The Red Cross plays a key role in case of any evacuation.

Ministry of Public Works – essential for structural evaluations of potential evacuation shelters, especially considering the large number of structural and civil engineers which work in “Bureau Technique d’Evaluation des Bâtiments”

Ministry of Education – essential for policy compromise on use of schools as shelters

- e. Who have been the primary beneficiaries and how they were engaged in the programme/project implementation? Provide percentages/number of beneficiary groups, if relevant.

Direction de la Protection Civile – 100 staff who benefited from shelter management training as well as increased capacity in terms of evacuation shelter organisation and management;

Ministry of Social Affairs – increased capacity in terms of evacuation shelter organisation and management;

Haitian Red Cross and DINEPA agents – 50 people who participated in shelter mapping and identification training

Vulnerable populations – 400 training beneficiaries (plus several thousand additional persons as “catchment population”), 2000 additional space in evacuation shelters for vulnerable populations

- f. Highlight the contribution of the programme on cross-cutting issues pertinent to the results being reported.

Gender – Various interventions under this project took into account specific needs of, *inter alia*, single-parent households and the potential for increased difficulties in case of a disaster. Project activities encouraged not only individual or family-level preparations, but also solidarity among community members in terms of the care of neighbours and others needing special assistance. Additionally, interventions concerning evacuation shelters were all designed and implemented with gender considerations in mind (such as the importance--even in an emergency--of separate latrines for men and women, the importance of lighting to reduce incidents of SGBV, etc.).

Disabled persons – Project staff engaged closely with partners specialising in humanitarian interventions for disabled persons. For example, good collaboration between DPC, IOM and Handicap International led to the inclusion of various standards regarding the care of disabled persons

in the context of a short-term evacuation as well as on the physical modification of certain evacuation shelters to ensure full accessibility.

Environment - considering the rate of deforestation present in Haiti (98 per cent) and the effects this carries on vulnerable populations during the rainy season, protection and better management of the environment and natural resources was central in the training and sensitization aspects of this project. Whether through sensitization regarding flood risk (and the importance of keeping drainage clear of garbage and debris), community mitigation works or the development of technical standards regarding evacuation shelters (including the location of such shelters vis-a-vis environmentally-sensitive areas), the focus on environmental protection (central to disaster risk in Haiti) figured prominently in project interventions.

Protection - as was the case during the development of the Guide, standards in order to protect vulnerable populations were key elements of capacity building initiatives under this project. Indeed, protection standards in evacuation shelters figures prominently in the Guide. In terms of improving community and camp resiliency to natural disasters, great care was taken to ensure inclusion of single-mother households, the elderly and other vulnerable groups.

- g. Has the funding provided by the MDTF/JP to the programme been catalytic in attracting funding or other resources from other donors? If so, please elaborate.

No

- h. Provide an assessment of the programme/ project based on performance indicators as per approved project document using the template in Section IV, if applicable.

III. EVALUATION & LESSONS LEARNED

- a. Report on any assessments, evaluations or studies undertaken relating to the programme and how they were used during implementation. Has there been a final project evaluation and what are the key findings? Provide reasons if no evaluation of the programme have been done yet?
- During the structural evaluations of buildings potentially usable as evacuation shelters, MTPTC engineers, along with MAST, Red Cross and Dinepa agents, surveyed over 500 buildings in the PaP metro area, of which approximately 463 were deemed usable as such, with a total capacity of around 40,000 people
 - During the process of updating the DPC list of evacuation shelters in all ten departments (a total of 891 buildings from the 2009 list), only around 550 were identified as still usable as such (though no official or unofficial agreement with the landowners was available). The survey did not include structural inspections to determine suitability from an engineering perspective
 - During the workshop in August 2011 (DPC, mayors of PaP, CRH, others) on the question of evacuations, among the biggest gaps identified were: (1) use of private buildings as evacuation shelter and appropriate protocols (later addressed in Guide); (2) sensitization campaigns for potential evacuees and owners/directors of shelters (one of the major objectives on the work plan of the Thematic Committee); (3) development of strategies to protect the physical infrastructure and to ensure that evacuees use the shelters only for as long as absolutely necessary (addressed in Guide); and (4) the availability / update of a list of approved shelters, including inspections of the premises (this is part of the workplan of the Thematic Committee)
 - The workplan of the Thematic Committee was created at the end of the 2011 hurricane season in order to focus the work of the Thematic Committee as well as partner organisations during the period between the 2011 and 2012 hurricane seasons in order to improve national systems concerning evacuations. The greatest needs identified during this process were as follows (each with a corresponding objective within the work plan): (1) the lack of clear policies, procedures and guidelines regarding temporary evacuations; (2) the lack of a complete mapping and database containing available shelters; (3) the lack of knowledge of the population regarding evacuation

procedures, etc.; and (4) the lack of technical standards regarding the physical infrastructure.

b. Explain, if relevant, challenges such as delays in programme implementation, and the nature of the constraints such as management arrangements, human resources, as well as the actions taken to mitigate, and how such challenges and/or actions impacted on the overall achievement of results.

- Difficulty in land tenure for certain buildings – this occurred in Gonaives (where the construction of a school shelter had to be abandoned due to issues related to land tenure and the project’s inability to clarify this through GoH mechanisms. In the end this did not have a major impact on project implementation.
 - Delays in various capacity building initiatives due to the lengthy governmental transition period. This did not have a major impact on project implementation project staff were finally able to undertake relevant activities despite delays
- c. Report key lessons learned that would facilitate future programme design and implementation, including issues related to management arrangements, human resources, resources, etc.,
- New construction of shelters is not as simple or desirable as indicated in the project document – realistically speaking, single-use evacuation shelters are used as such at most several days per year. The rest of the time its use is not necessarily clear, and maintenance and upkeep of the buildings remains a major outstanding issue. Further, serious questions exist as the appropriateness of such single-use facilities when considering other major infrastructural deficits and problems in post-earthquake Haiti
 - The use of existing infrastructure such as schools is potentially extremely problematic in terms of the functioning of schools after an evacuation. However, considering the lesson learned above, the project sought to mitigate and minimise these risks by (1) creating supplemental spaces in schools (such as auditoriums or gymnasiums) which can serve as evacuation shelter when needed but also greatly benefit educational infrastructure during all other times and (2) better communication and sensitisation of both potential evacuees as well as, for example, schools directors.
 - The utility of basic first aid trainings of IDPs and other vulnerable populations proved to be very useful not only for potential natural disasters but also in terms of car accidents and other every day events and where emergency services are limited or not available.
 - Based on the experiences of this project and key lessons learned, future projects in the area of evacuation shelters should (1) continue structural and functional evaluations in areas outside Port-au-Prince; (2) continue the process of diffusion and training on the Guide on Evacuation Shelters, especially in areas outside Port-au-Prince; (3) develop technical standards for the physical infrastructure (wind-load, structural standards, location and proximity to hazards, etc.); and (4) continue the process of sensitizing the population in evacuation procedures and the use of shelters.

IV. INDICATOR BASED PERFORMANCE ASSESSMENT

	Performance Indicators	Indicator Baselines	Planned Indicator Targets	Achieved Indicator Targets	Reasons for Variance (if any)	Source of Verification	Comments (if any)
Outcome 1: To enhance the capacity of DPC in camp and community-level disaster preparedness							
Output 1.1 Facilitation of disaster risk reduction training of trainers	Indicator 1.1.1 At least six disaster preparedness Training of Trainers (ToTs) facilitated	0	6	4	The number of trainings conducted hereunder was based on needs aligned to the 2011 hurricane season	<ul style="list-style-type: none"> Regular workshops with field trainers to facilitate lessons learned and information sharing; Photographs, testimonials and regular reporting of activities. 	The organization of an evacuation shelter network in Haiti is a much longer process requiring continued technical support from partner organisations such as IOM
Outcome 2: To contribute to improved resiliency of vulnerable populations							
Output 2.1 Development of a field-level disaster preparedness training curricula adapted to the post-disaster context in Haiti	Indicator 2.1.1 One multi-module field level disaster risk reduction training course is developed	0	1	1	n/a	<ul style="list-style-type: none"> Photographs, testimonials and regular reporting of activities. 	Same methodology as developed by Haitian Red Cross and partner National Societies, approved by DPC
Output 2.2 Conducting of	Indicator 2.2.1 At least 10	0	200	400	Due to the modalities of the training	<ul style="list-style-type: none"> Photographs, testimonials 	Same methodology as developed by

disaster preparedness and risk reduction field training	trainings for a total of 200 participants are conducted				methodology, significantly more trainings were conducted than anticipated in the original project document	and regular reporting of activities.	Haitian Red Cross and partner National Societies, approved by DPC
Outcome 3: To provide safe space for the most vulnerable populations in case of tropical cyclone							
Output 3.1 Establishment of evacuation shelters to house extremely vulnerable IDPs in case of hurricane	Indicator 3.1.1 Seven new evacuation shelters of 500 m2 constructed and appropriately equipped	0	7	4	The number and type of projects in this regard varies from the original document because of (1) the lack of available land for new construction, (2) difficulties in assuring maintenance of new structures; and (3) the extreme urgency of providing safe space as quickly as possible considering the number of people remaining in extremely vulnerable areas such as IDP camps (rehabilitations being much faster to complete and much less complicated in terms of land tenure issues)	<ul style="list-style-type: none"> Field supervision by IOM staff; Site visits to construction locations and contractor monitoring Photographs, testimonials and regular reporting of activities. 	“Change in approach” requested and approved by HRF steering committee
Output 3.2 Repair of	Indicator 3.2.1 Eight existing	0	8	10	The number and type of projects in this	<ul style="list-style-type: none"> Field supervision by 	“Change in approach”

<p>community buildings which can be used as evacuation shelters in case of hurricane</p>	<p>community buildings repaired and appropriately equipped</p>				<p>regard varies from the original document because of (1) the lack of available land for new construction, (2) difficulties in assuring maintenance of new structures; and (3) the extreme urgency of providing safe space as quickly as possible considering the number of people remaining in extremely vulnerable areas such as IDP camps (rehabilitations being much faster to complete and much less complicated in terms of land tenure issues)</p>	<p>IOM staff;</p> <ul style="list-style-type: none"> • Site visits to construction locations and contractor monitoring • Photographs, testimonials and regular reporting of activities. 	<p>requested and approved by HRF steering committee</p>
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