



**NRPB**  
NATIONAL RECOVERY  
PROGRAM BUREAU

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# National Recovery Program Bureau

## ABBREVIATED RESETTLEMENT ACTION PLAN

HOME REPAIR PROGRAM

This ARAP covers the Pilot phase 1 only and will guide as a lessons learned template for the future resettlement plans of this program.

Sint Maarten, May 29, 2019

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## 1 Introduction

This Abbreviated Resettlement Action Plan (ARAP) is part of the Emergency Recovery Project I (ERP I), financed by the Sint Maarten Trust Fund managed by the World Bank. A major activity under ERP I is the repairs of damaged houses with improved technical standards via a Home Repair Program. The objective of the Home Repair Program is to repair and, where necessary, rebuild the roofs of homes that suffered hurricane damage. The works consist of the repair or replacement of the roof structures and other small related repairs (windows, doors, block work, plasterwork, electrical, etc.) for the selected damaged homes.

The home repair program will target repairs of the homes of the most vulnerable households selected based on administrative, socio-economic and economic criteria and procedures acceptable to the World Bank. In preparation of this activity, approximately 600 potential beneficiaries in need of assistance were registered by the Ministries of VROMI and VSA in the aftermath of hurricanes Irma and Maria.

The final list of potential beneficiaries included in the home repair component will be selected based on social and technical criteria. The social selection of the homes to be included in the program will be based on the criteria focusing on the most needy and vulnerable households.

The project is implemented in two phases. The pilot phase includes 14 households, which qualified after a social and technical assessment. The second phase will identify a larger number of homes based on the outcome of the social and technical assessment.

*THIS ARAP COVERS THE PILOT PHASE 1 ONLY AND WILL GUIDE AS A LESSONS LEARNED TEMPLATE FOR THE FUTURE RESETTLEMENT PLANS FOR THIS PROGRAM.*

*BENEFICIARIES ARE TO RELOCATE DURING THE ROOF REPAIR WORKS TO MITIGATE ANY HEALTH AND SAFETY RISKS OF LIVING WITH ROOF REPAIR WORKS BEING CARRIED OUT. THIS ARAP IS BEING PREPARED IN LINE WITH THE LAWS AND REGULATIONS OF THE GOVERNMENT OF SINT MAARTEN AND WORLD BANK STANDARDS.*

## 2 Statement of Problem

Given the nature of the works: roof repair, the beneficiaries cannot remain living in their houses while the works are being executed given the health and safety concerns. Prior to commencement of civil works, all household members will have to vacate the premises to mitigate health and safety concerns.

Given the unique nature of each house's damage, the extent of the damage and the remedial works required was assessed per site (pilot phase 1).

While the scope of works for each house will vary, the major elements of the works covered under the program are as listed below and further explained in the Request for Quotations (RFQ) document.

- Removal, in part or in whole, of the existing roof sheeting.
- Demolition, in part or in whole, of the existing roof structure.
- Construction of a new roof or repair of the roof as directed according to the Employer's design intent roof layout and drawings as provided in the technical specifications.
- Modification of existing ring beam or construction of a new ring beam.
- All necessary block work, reinforced concrete work and related builder's works.
- Repair or replacement of damaged windows and doors.
- Mold removal.
- Plaster and paint as required.
- Restoration of house electrical wiring including the mains connection and placement of fixtures and fittings.

## 3 Legal Framework

Sint Maarten does not have specific laws or regulations on temporary displacement for these type of works, since the repair and rebuild of houses is normally the responsibility of the individual to come to an agreement with the construction company. Civil law applies and the individual and construction company sign a contract regulating the work, planning and liability for damages. Normally, it is up to the individual to decide if the house is still livable while the works are executed. This can vary. Since the government is funding the repairs through the Trust Fund, World Bank standards apply and any form of liability needs to be mitigated. Therefore, in the project the government of Sint Maarten and the World Bank agreed to the preparation of the ARAP. The ARAP will be consulted further upon with the project affected persons, cleared for disclosure by the Government and the World Bank. (Note for all future projects the Beneficiaries will be consulted in advance of finalizing their specific ARAP).

Based on the decision by Council of Ministers on November 17<sup>th</sup>, 2017 and the Council of Ministers approved policy): 'Post-Irma Financial Aid to Homeowners returning dwellings into a livable state – Roof Repair Assistance', the following eligibility criteria apply:

1. Beneficiaries are legal residents of Sint Maarten;
2. Beneficiaries have to be homeowners of the dwelling that needs repairs, and the dwelling has to be the primary residence of the beneficiary;
3. The Beneficiary's residence is uninsured or underinsured with an insurance settlement and,
4. Beneficiaries have to have a monthly income of ANG 4,000,- or less; or,
5. Beneficiaries who rent out rooms or apartments have to have a total monthly income less than ANG 4,000,-.

#### **4 Impacts Caused By Displacement**

It is estimated that per house the works can be done within 1-2 months. The period for which the beneficiaries will receive the compensation (1-2 months) was identified by the technical assessment, during which the works will be completed. In the event there is any possible delay, due to unforeseen circumstances, this will be signaled by the Supervision firm that will supervise the works. The only anticipated cause of the delay would be due to major changes in the weather over a long period.

The vulnerable beneficiaries will get extra assistance from NRPB in close coordination from VSA in resettlement where needed. In each particular case, a social assessment of the situation will be done based on the attached assessment form by the Activity Manager. Based on this report an assistance package will be tailored to the situation. This assistance will be determined on a case by case basis in order to cater for their circumstances. It is anticipated that in these scenarios NRPB will manage the resettlement for the person in close coordination from VSA. Vulnerable under the project means there is no option to relocate based on a combination of the following indicators: 1) no income whatsoever. 2) low level of support (no safety net from family/friends). 3) no access to services (medical/financial). 4) complicated medical situation. 5) more than 5 dependents. In general, if 3 or more indicators are present, there is a high risk of vulnerability and the case will be assessed further.

For example, a very elderly person that cannot stay with family and has a complicated medical condition (like severe disability) will be assigned as vulnerable case and will be resettled by NRPB. In this situation the individual will be resettled using all the appropriate experts and services required for their needs and not provided cash compensation. Special attention and preference will be given to vulnerable groups such as: pensioners, disabled and single mothers with children who are identified as having difficulty in resettling during the works.

In each particular case, a social assessment will be done based on the attached assessment form. See Chapter 7 for details of the outcome of consultation and the full impact analysis per Beneficiary plus compensation package.

## 5 Methodology of Consultation

There are two steps in determining eligibility of a household for the home repair. Firstly, there is a social verification and assessment of their social and economic situation in light of the predetermined criteria. The criteria are verified via a house visit. Secondly there is a technical assessment to determine whether the damage can be fixed within the roof repair scope. If the damage is too extensive the structure of the house may not be stable enough for home repair.

The social assessment for the first phase has been completed. The beneficiaries were consulted in this process. The team drew from the expertise of the Community Development team from VSA who have experienced social workers who continually work in the communities and with the most vulnerable populations within Sint Maarten.

During the visits of the social workers from VSA, VROMI and the World Bank in the preparatory phases of the project, most of the beneficiaries indicated that they were eager to have their home repaired as quickly as possible. It was determined that repairs would require for persons to vacate their homes due to environmental and health reasons (dust, mold). Sint Maarten -after the hurricanes Irma and Maria- is faced with an increased shortage of affordable housing. This, plus the fact that most of the hotels suffered severe damages and are in the process of rebuilding limits the options for government to offer alternative housing arrangements to the beneficiaries. Given these circumstances, offering assistance by means of a lump sum for rent and costing of storage was chosen as the most viable solution. Beneficiaries will sign a homeowner agreement indicating they give consent for the repairs and to leave the dwelling, upon receiving the compensation package. In exceptional cases, if persons do not want to leave the dwelling, the Activity Manager will in partnership with the beneficiary try to find practical solutions to address their concerns in order to resolve their concerns or issues.

The project has deployed an online system referred to as CRM, (a custom built application using Dynamics 365 platform. Dynamics is part of the Microsoft Office Suite of products) using IPADs to streamline all the consultations and communications with the Beneficiaries. This system captures each individual survey, communication, and consultation online and can be used to extract useful data, findings and demonstrate transparency. Through this process feedback and ongoing consultations can be monitored.

The consultation process will be primarily one on one given the geographical distance between households and also due to the personal nature of the work and target group (mostly elderly). The consultation will be carried out directly with the households by the Activity Manager which will be recorded and logged. During the consultation, the Activity Manager informed the beneficiaries that a trusted party can be present. The Activity Manager will be the liaison for the beneficiaries throughout the entire process from start of works to resettlement and back into the home. A direct contact number has been allocated and promoted to the beneficiaries, which will be managed by the Activity Manager. After the consultation, continuous engagement with the beneficiaries will be conducted. The process of the works will be monitored and communicated to the beneficiaries. The Activity Manager has prepared an information booklet on the ESMP (as part of the continuous consultation and engagement process) and will be in direct contact with neighbors throughout the process of the works.

Standard 6 engagement steps in project:

1. Social assessment (via house visit to assess the personal situation of the household, vulnerability and eligibility) by a team of Social Assessors led by the Activity Manager.
2. Technical assessment (site inspection) by engineering consultant.
3. Consultation and preparation for resettlement by the Activity Manager.
  - a. Consultation with a personal visit by the Activity Manager to reassess vulnerability, explaining the homeowner agreement, the resettlement process and steps in order to finalize ARAP.
  - b. Signing of Homeowner agreement by NRPB, Contractor and Beneficiary.
  - c. House visit by the Activity Manager to update the beneficiaries on the works plan.
  - d. Inspection to confirm resettlement and obligations of the homeowner agreement are met.
  - e. Start works by contractor and Supervised by engineering consultant.
4. Monitoring works and reporting to beneficiaries by the Activity Manager.
5. Guiding beneficiaries back to their dwelling by the Activity Manager.
6. Monitoring during warranty period by the Activity Manager.

All Activities will be logged in the online system CRM operated and managed by VSA. See Chapter 7 for details of the outcome of the consultations and the full impact analysis per beneficiary plus compensation package.

## **6 Compensation and Proposed Assistance to Vulnerable Beneficiaries**

All beneficiaries will be offered a lump sum payment per household to cover the costs of the temporary resettlement for the duration of construction. To protect household items, the residents will also be paid an allowance to cover cost of moving and storage of their belongings. In case the beneficiary is a landlord and rents out the apartment or house furnished, the landlord is entitled to compensation of moving and storage costs under package 5 (see table 1). The renter is entitled to resettlement compensation packages 1 till 4 based on household makeup or package 6 in vulnerable cases (see table 1). The amount of rental payment is based on the ongoing market rates and depend on the number of household members. Households with vulnerable persons will be provided assistance on a case to case basis to contract services to pack and relocate their property (see Chapter 4). As mentioned in chapter 4, this package will not be a cash lumpsum, but the costs will be covered by the project for the appropriate services to ensure successful resettlement. This will be determined on a case by case basis by NRPB using the existing expertise and internal processes of the government. This process will be handled by the Activity Manager.

A compensation form was developed to collect the banking information and payment method for the designated compensation package according to the makeup of each beneficiary household so that the funds can be disbursed by FM. The compensation package will be processed via wire transfer directly to each beneficiary bank account. All of the beneficiaries currently collect pension via their bank account, so the funds will be sent to that bank account per the request of the beneficiary. All beneficiaries will receive their relocation packages prior to the start of construction work on their homes.

**Table 1: Compensation scheme**

Solutions	Resettlement Solution	Comments
Package 1: Single household	Rent \$500 + \$75 moving per trip + equipment storage (tarpaulins \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	These costings were developed using market research within Sint Maarten on average rental costs. Storage will be on case to case bases.
Package 2: 2 person household	Rent \$650 + \$75 moving per trip + equipment storage (tarpaulins \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	These costings were developed using market research within Sint Maarten on average rental costs. Storage will be on case to case bases.
Package 3: 3 persons household	Rent \$800 + \$75 moving per trip + equipment storage (tarpaulins \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	<p>These costings were developed using market research within Sint Maarten on average rental costs. Storage will be on case to case bases.</p> <p>Size and price is based on size of the house (number bedrooms) of the household and the number of persons in the household</p>
Package 4: 4+ persons household	Rent \$950 + \$75 moving per trip + equipment storage (tarpaulins \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	<p>These costings were developed using market research within Sint Maarten on average rental costs. + Storage will be on case to case bases.</p> <p>Size and price is based on size of the house (number bedrooms) of the household and the number of persons in the household</p>
Package 5: Additional costs for landlord in rental cases	\$75 moving per trip + equipment storage (tarpaulins \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	Only if the apartment was rented fully furnished. The tenant is entitled to the compensation for rent based on the seize of the household
Package 6: Vulnerable	Set up in hotel or appropriate facility – alternative living (approximately expenses \$100 per night – not cash compensation) + costs moving and storage	This price estimate is based on average hotel prices, smaller hotel size but the expense will be covered by the budget.



## 7 Outcome consultations with impact analysis beneficiaries and compensation package

The program is implemented in several stages with batches of eligible households, the methodology of this ARAP will be used for each batch. It has been through this early scoping exercise that information has been gathered for the first phase. A pilot group of 14 households was assessed, which has formed this ARAP (Table overleaf).<sup>1</sup>

Vulnerable cases: given the fact that the initial social verification took place in August 2018, before the ARAP was required, some of the information required a follow up during the implementation of the pilot group in order to determine vulnerability and complete the consultation and the impact analysis.

On May 8, 2019 after the signing of the Contractor Agreement, the Activity Manager contacted each of the Beneficiaries by phone to schedule an appointment for the consultation engagement per chapter 5.

Each beneficiary was given a folder that contained;

- Pamphlet with information for the homeowner about the Trust Fund, NRPB and the World Bank.
- The Draft homeowner agreement with 3 annexes;
  - Compensation Form
  - Grievance Redress Mechanism (Complaint Procedure)
  - Summary of Works

The information in the pamphlet contains contact information of the Activity Manager, prepares and briefs the beneficiaries of steps that need to be taken before the works can begin as well as how and where to file a complaint with the contact information.

During the consultation, the Activity Manager explained the beneficiaries;

- the entire process step by step
- the content of the homeowner agreement page by page
- the compensation package and means of payment.
- and assessed each individual case of vulnerability.

All households will receive their compensation packages prior to the start of construction work on their homes.

The outcome of the consultation is that all Beneficiaries are positive and very eager to get their house fixed. The only concern was when will the works begin. Herewith follows the outcome of consultation and assessment of vulnerability.

Out of the 14 beneficiaries; 7 houses are vacant and 7 beneficiaries are living in their house and need to be temporarily relocated. The beneficiaries of the 7 vacant houses have been displaced since hurricane Irma.

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<sup>1</sup> 1 of the Beneficiaries of the 14 households was off island for medical treatment. The consultation was conducted over the phone and will be followed by a personal visit upon his return.

- The 7 beneficiaries currently living in their homes have indicated that they are willing to relocate temporarily so that the works can take place.
- In the previous assessment, 3 cases were recorded as possible vulnerable based on information on file. During the recent assessment by which the information was verified, 1 vulnerable case was detected (case no. 10) as the beneficiary was hospitalized during the consultation and is in need of a wheelchair accessible housing, which will be provided during the works.

**Table 2: Social assessment and Consultation of the Pilot Group 14 households for the Home repair program**

Case #.	Name	Household no. persons	Vulnerability	Package	Cost
1	Female Age 78	3 - Status: Living in house Her son (54) and grandson (26) lives with her.	No	Package 3	\$800 + storage
2	Female Age 86	3 - Status: Living in house Her son (43) and niece (35) lives with her.	No	Package 3	\$800 + storage
3	Male Age 83	2 - <b>Status: House Vacant</b> Companion (55) that lives with him	No	Package 2	\$650 + storage
4	Male Age 77	1 - <b>Status: House Vacant</b>	No	Package 1	\$500 + storage
5	Male Age 68	1 - Status: Living in house	No	Package 1	\$500 + storage
6	Female Age 63	2 - Status: Living in house Daughter (24) lives with her.	No	Package 2	\$650 + storage
7	Female Age 89	1 - <b>Status: House Vacant</b>	No	Package 1	\$500 + storage
8	Male Age 70	2 - Status: Living in house Wife (60)	No	Package 2	\$650 + storage
9	Female Age 77	1 - Status: Living in house	No	Package 1	\$500 + storage
10	Female Age 68	2 - Status: Living in house Husband (70)	<b>Yes</b>	Vulnerable	storage
11	Male Age 64	3 - <b>Status: House Vacant</b> husband (63), wife (51) and daughter (33)	No	Package 3	\$800 + storage
12	Female Age 65	1 - <b>Status: House Vacant</b>	No	Package 1	\$500 + storage
13	Male Age 67	1 - <b>Status: House Vacant</b>	No	Package 1	\$500 + storage
14	Female Age 62	1 - <b>Status: House Vacant</b>	No	Package 1	\$500 + storage

## 8 Responsible Agency

The Government of Sint Maarten has developed an institutional structure for the implementation of Trust Fund projects: the National Recovery Program Bureau (NRPB). In close coordination with the Ministries, the NRPB is responsible for the preparation, coordination, execution and evaluation of the projects that will be financed through the World Bank Trust Fund.

The NRPB has a project manager for the overall implementation of all Activity under ERP1. For the management of the home repairs program, a dedicated Activity Manager was hired by NRPB. She works closely with VSA staff. The Activity Manager reports to the ERP1 Project Manager. VSA is the main Line Ministry and provides support in the implementation of vulnerable cases and stays in close contact with NRPB during the implementation. As this is a World Bank Project the NRPB must adhere to World Bank rules and regulations. Overall, NRPB is responsible for the ARAP and the implementation thereof, and is responsible for carrying out the social assessment. The Activity Manager will take lead in the process from assessment to implementation, reporting on the progress and data collection on the verification and assessment process and monitoring of the execution of the Home Repair Activity.

The NRPB has hired team of social assessors for social assessments and other related Activity in the implementation of the ARAP. The NRPB has also hired a technical supervisor to manage the contractors against their terms of reference and project timeline. The NRPB is responsible for the Financial Management of the program and procurement. The NRPB is also responsible for handling complaints.

**Table 3: Project timeline**

Timeline	Activity	Responsible	Comments
January-April	social assessment of the second group 700+	Team 6 social assessors	Depending on timely procurement Assessment consists of: 1. Call 2. House visit: <ul style="list-style-type: none"> <li>• Verification documents</li> <li>• Assessment situation household</li> <li>• Information ARAP</li> </ul> 3. Advice eligibility and follow up actions (referrals/provide alternative housing)
July/August	Finalize list eligible beneficiaries for Phase 2	NRPB and SG VSA	The final listing will be sent to NRPB/WB for no objection.
June/July	Resettlement (Pilot group) Phase 1	Activity Manager / NRPB	Information lump sum Grievance redress mechanism Signing homeowner agreements Pay out.
June/July	Provide alternative housing for most vulnerable in (Pilot group) Phase 1	Activity Manager/ VSA	
Expected July	Work start (Pilot group) Phase 1	NRPB	
Expected August/September	Expected return date (Pilot group) Phase 1	Activity Manager VSA/NRPB	

## 9 Source of Budget and Cost Estimate

**Table 4: Budget (USD)**

Package	Package cost	Number	Total
Package 1	Rent \$1,000 + \$75 moving per trip + equipment storage (tarpaulins pp \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	7	\$11,200.00  Based on 2 months' rent + \$600 storage costs
Package 2	Rent \$1,300 + \$75 moving per trip + equipment storage (tarpaulins pp \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	3	\$5,700.00  Based on 2 months' rent + \$600 storage costs.
Package 3	Rent \$1,600 + \$75 moving per trip + equipment storage (tarpaulins pp \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	3	\$6,600.00  Based on 2 months' rent + \$600 storage costs.
Vulnerable	Resettlement Cost \$2,000 + \$75 moving per trip + equipment storage (tarpaulins pp \$ 50 (2.5 – 3 m) and rope \$ 5.95 (15 meter) or \$600 storage costs	1	\$2,750.00  Based on 2 months' rent + \$75 moving per trip + \$600 storage costs.
Total			\$26,250.00

The source of the budget will be the Sint Maarten Trust Fund.

## 10 Grievance Redress Mechanism

See the attached complaints procedure, which is applicable on all works under the Trust Fund. A short, abbreviated complaint procedure will be shared with all beneficiaries and contractors in order to ensure they are informed prior to the commencement of the works. Since the implementation of the ARAP falls within the competence of the NRPB, they will handle the complaint.

Process:



Receipt

- During this ARAP the primary point person for community engagement will be the Activity Manager. The Activity Manager has a hotline for direct contact with the program.
- The Activity Manager will manage this line and is the first point of contact for any complaints and will assist them in following the official NRPB Grievance procedure. The Activity Manager will respond immediately (real time), and help guide the Beneficiary to formulate the grievance and guide the complaint through the process.
- Formal grievance process as managed by IRC/NRPB

- NRPB will acknowledge receipt of each complaint promptly, and preferably **within 5 working days**.
- Where possible, complaints will be resolved at first contact with the Bureau.
- After acknowledging receipt of the complaint, the Bureau will confirm whether the issue/s raised in the complaint is/are within the control of the Bureau.
- The Bureau will advise the complainant as soon as possible when it is unable to deal with any part of their complaint and provide advice about where such issues and/or complaints may be directed (if known and appropriate).
- After the initial assessment of the complaint, the Bureau will respond within 5 days with a solution and/or next steps and timeline
- Within 6 weeks, the complaint will be addressed and handled.
- Only in complex cases, this period can be extended. The complainant will be informed accordingly.
- The Bureau will keep the person making the complaint up to date on the progress, particularly if there are any delays.
- The outcome of the complaint will be communicated using the most appropriate medium and provide the reasons for the decision, including which actions the Bureau took.

After addressing the complaint and informing the complainant (including options for review if the complaint is not addressed to the satisfaction of the complainant) the Bureau will close the complaint. Complaints are free of charge and can be filed at the Bureau.

## **11 Monitoring/Follow up Activity**

The Program Manager will be responsible for overseeing and monitoring the work. The Activity Manager will communicate with the home owner a minimum once a fortnight to give a progress update. As part of this exchange they will ask if they have any concerns or questions.

The Activity Manager will also keep them informed of the plan to return to their home and recommended move-in date.

Once settled back in the Activity Manager will make a house visit with a technical supervisor to ensure the repairs and the return has occurred smoothly. This will be done within the works warranty period. This visit will be reported in project files and to the Program Manager.

## **12 Evaluation**

The follow up reports will be compiled and evaluated based on positive or negative feedback. If there are any significant findings these will be reported to the IRC/NRPB for follow up.

List of attachments:

1. Social assessment form
2. Grievance mechanism
3. Standard draft Homeowner agreement