

SHELTER PROJECTS

2013-2014



International Federation
of Red Cross and Red Crescent Societies



Shelter Projects 2013–2014

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Foreword

Shelter Projects 2013-2014 is the fifth edition in the series which began in 2008. This book adds 27 new shelter case studies and overviews, bringing the total number of project articles to over 150. This valuable repository of project examples and response overviews represents a significant body of experience offering unique reference material for shelter and settlement practitioners worldwide.

To quote Albert Einstein, “anyone who has never made a mistake has never tried anything new”, and the objective of this publication has always been to encourage the sharing of lessons learned, both good and bad, and to advocate the following of best practices. Such knowledge sharing helps practitioners to be more accountable to crisis affected communities by implementing effective shelter responses and to show impact to donors by ensuring adequacy in our settlement and shelter interventions.

Shelter programming should operate in accordance with recognized shelter best practice while enabling those displaced to return to their homes or equivalent living space in a timely manner encouraging community recovery and building resilience to possible future shocks. Participation and promoting a sense of ownership is the key to achieving successful projects.

The introduction section of this publication provides an overview of the emergencies which have continued to require large-scale settlement and shelter responses since the last edition. The on-going and widening conflict in Syria, vast destruction left in the wake of tropical storms Sandy in the Americas and Haiyan (Yolanda) in the Philippines and recurring flooding in Pakistan prompted this edition to include four overview pieces to complement the geographic spread of the selected case studies.

The international humanitarian community is dealing with unprecedented levels of displacement and scale of natural disaster. This implies a requirement for increased shelter needs, larger mobilization of resources and projects requiring improved models of delivery as well as innovative, cost-effective solutions which incorporate best practice as well as positioning the persons of concern at the forefront of response interventions.

The topics of the opinion pieces in Section B were decided on through discussion with a technical advisory group. The pieces are written by experts with specific interests and experiences and we are extremely grateful for their invaluable contribution. The topics include the importance of assessment in shelter, evaluating cash-for-rent subsidies, security of tenure and humanitarian shelter, supporting host families as shelter options and urban settings, all of significant current relevance and interest in the settlement and shelter domain.

These new case studies remind us of the similarities yet uniqueness every crisis presents. It is important not to ‘re-invent the wheel’ with every emergency and this publication acts as a tool for building on and improving on the successes of completed shelter projects. The case studies address common issues emerging in shelter response, outline different approaches to addressing shelter needs and assist in evaluating the impact on affected communities. They provide an excellent resource against which to gauge proposed shelter interventions and possible outcomes.

The Shelter Projects website - www.sheltercasestudies.org - has been updated with the latest edition and provides an easy way to search the repository of case studies, overviews and project updates.

We are once again indebted to everyone who contributed case studies and to the technical advisory group for their valuable time and expert input.

We trust that the reader will find this edition of ‘Shelter projects’ relevant and thought-provoking, leading to improved settlement and shelter solutions for affected communities.

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- Oxfam
- Première Urgence - Aide Médicale Internationale (PU-AMI)
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- Red Cross Dominican Republic
- Red Cross Haiti
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- Save the Children (UK)
- United Nations High Commissioner for Refugees (UNHCR)

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We would also like to thank those who contributed to previous editions of Shelter Projects; those who made suggestions for case studies that were not included in this edition and the many hundreds of people who have implemented the projects that are contained in this book, but who have not been individually credited.

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Introduction

About the book

Section A of Shelter Projects 2013-2014 contains summaries of shelter and settlements projects that have been implemented in response to conflicts, complex emergencies, and natural disasters, including one historical study. Section B contains five “opinion” pieces on shelter-related issues.

The case studies are summaries of significant issues in humanitarian shelter provision, written by shelter practitioners with specific interests and experiences. As many larger disasters have occurred on a regional or international scale in 2013 and 2014, Section A also contains a number of overviews, contextualising the group of case studies for each of those regional crises.

A full list of case studies, organised by country, including those from previous editions (*Shelter Projects 2008*, *Shelter Projects 2009*, *Shelter Projects 2010* and *Shelter Projects 2011-2012*) can be found in Section C, along with a list of useful resources.

The case studies in this book were implemented by many different organisations, a full list of which can be found in the acknowledgements section (p.iv). In order to allow strengths and weaknesses of projects to be openly shared, the case studies are not directly attributed to individual organisations. Host government projects are not included, although a notable trend in this edition of Shelter Projects is the number of case studies where, following established best practice, host governments have been partners in implementation with humanitarian organisations.

As a result of the projects being implemented in diverse and often challenging conditions, they illustrate both good and bad practices. From every case study there are lessons that can be learned, and aspects that may be repeated or avoided. The objective of this publication has always been to encourage the lessons learned process and to advocate for following good practices.



Syrian refugees in Lebanon, 2013. During 2013 and 2014 the response to the displacement caused by conflict in Syria and Iraq has meant many interventions are conducted in complicated, urban settings. Photo: Shawn Baldwin/UNHCR

Warning

Any shelter project should take into consideration the local context and needs of the affected population, which will differ in every case. Projects should not be directly replicated without proper consideration of the specific context or there will inevitably be programmatic weaknesses and failures.

Selection of case studies

The case studies were selected using the following criteria:

- The shelter project must have been wholly completed, or solid conclusions gained, from the project implementation by late 2014. For this edition, with the lengthening crisis in Syria, and the recovery from Typhoon Haiyan/Yolanda in the Philippines still in the early stages, a number of case studies fall into this latter category.

- Given the scale of emergency shelter need every year, case studies must have had large-scale impacts. Discontinued trials or design concepts were not included.
- The majority of the project must be implemented within the first two years following a natural disaster. For conflict-affected populations, chronic emergencies and returns processes, longer time scales are considered. In cases such as Pakistan, where there has been annual flooding for each of the last four years, the case studies refer to responses over the last two years, but with significant lessons learned from previous cycles of response.
- Accurate project information is available from staff involved in the project implementation.
- The case studies should illustrate a diversity of approaches to meet shelter and settlements needs. Providing shelter is more than simply designing architecturally impressive structures, and

Including a case study in this book does not necessarily mean that it represents best practice...

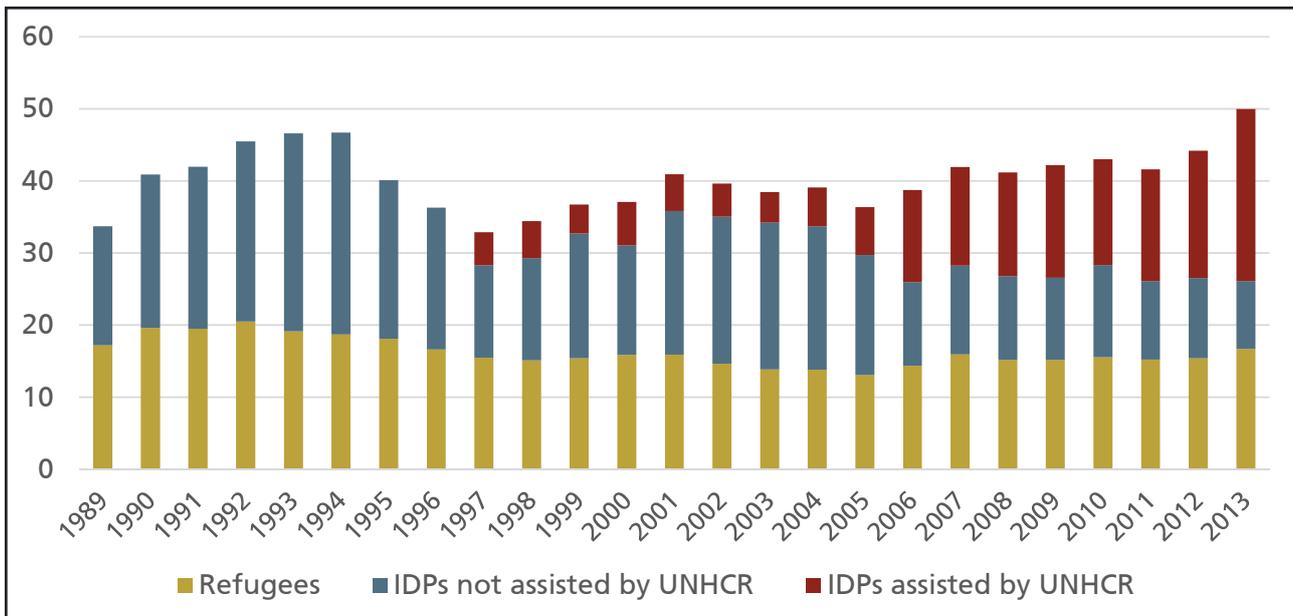


Figure 1: Refugee and IDP numbers over time (millions).

Source: Adapted from www.internal-displacement.org/global-figures [IDP data: IDMC, USCR, Refugee data: UNHCR, UNRWA]

looks beyond the construction of individual houses.

Included in this edition of *Shelter Projects* is a case study of the relocation of an entire community in Doña Ana, Colombia (A.2) in response to chronic, rather than catastrophic flooding. The issues tackled in the opinion pieces section include regulatory barriers, and the role of assessments as part of humanitarian shelter programming, and demonstrate the breadth of ways in which disaster-affected communities can be supported in their recovery, beyond the supply of construction materials.

Global shelter need

Figure 1 shows the change in the number of IDPs and refugees over the last 25 years. In 2013, the total number of refugees and IDPs was higher than any other year in the reporting period, with a total of approximately 50 million displaced people around the world.

It is not known how many of that total have been reliant upon humanitarian shelter assistance, although the vast majority of shelter needs worldwide are met by the disaster-affected households' and communities' own efforts. The data includes those who have been displaced for significant amounts of time, as well

as those newly displaced. There are no known numbers for those who have suffered multiple displacements.

Natural disasters 2013/2014

In 2013, there were 337 reported natural disasters, affecting almost 100 million people¹. Figure 2 shows the breakdown by region. Whilst this is the lowest total of the decade, far below the high levels of 2007 to 2011 and half the average for the decade², the overwhelming scale and international scope of the largest disasters give much cause for concern. Furthermore, as is shown in the case studies in this book from Colombia and the Caribbean smaller, 'silent' disasters, which do not make the front pages of the international media, and the chronic effects of climate change and severe weather, account for much of the affected populations globally. As has been shown with Typhoon Haiyan (Yolanda) in the Philippines, the numbers of people affected in the largest disasters in the world, even in countries which have invested much in disaster preparedness, continue to trend upwards. Figures 2 and 3 show clearly that Asian countries are the worst affected.

Tropical storms (Sandy and Haiyan) are the subject of multiple case studies in this book, due to their

regional nature. Other major natural disasters include a fourth consecutive year of flooding in Pakistan. Statistically, floods were the most common type of reported natural disaster in 2013 (149 out of the total of 337³), with the largest in China, and a number of sub-Saharan African countries (Niger, Chad, Sudan, South Sudan and Mozambique⁴). This was followed by windstorms (106 out of the total, of which the largest by far was Haiyan).

However, in terms of greatest damage done, windstorms affected a much larger population (49 million people) than floods (32 million⁵), whilst both floods and windstorms accounted for the majority of damage in dollar terms (US\$ 53 billion and US\$52 billion, respectively) out of a total of US\$ 119 billion worldwide in 2013⁶.

Conflicts in 2013/2014

Media coverage of the conflict in the Syrian region, Iraq and Ukraine has predominated in 2014, although conflict has started, or has continued in a number of north- and sub-Saharan African countries, including Libya, Sudan, South Sudan, Central African Republic, and Nigeria. In many of these areas, heightened insecurity and the targeting of aid workers by militia has meant that relatively little

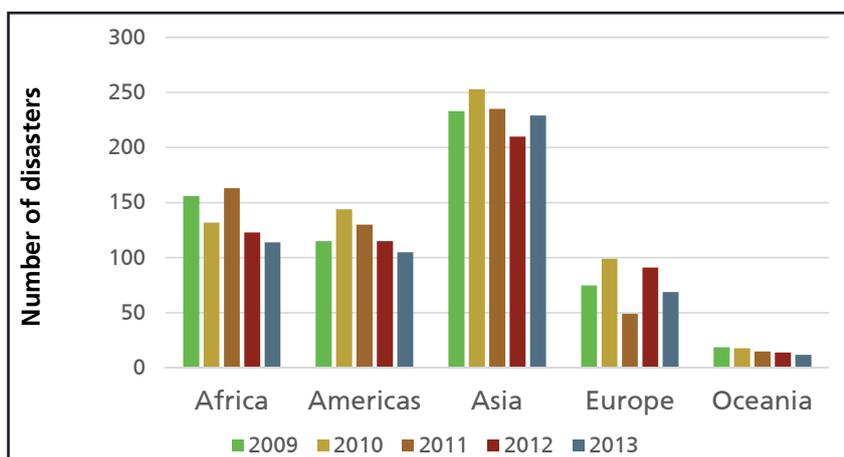


Figure 2: Number of disasters by region over time.
Source: Adapted from Table 1, World Disasters Report 2014.

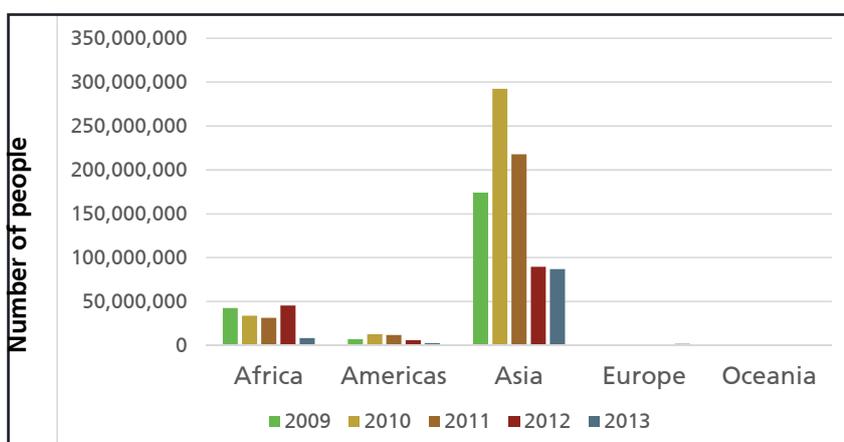


Figure 3: Number of people affected by disasters by region over time.
Source: Adapted from Table 3, World Disasters Report 2014.

aid has reached certain populations within the conflict zones, and that the majority of the humanitarian organisations' efforts have been focused upon supporting populations who have been displaced further afield, often in camps, unplanned settlements, or individually, in urban or peri-urban areas.

In total, 51.2 million people⁷ were forcibly displaced in 2013, although many others, trapped in cities under siege, had severe humanitarian needs but were not able to find adequate, safe solutions. By the end of 2013, the estimated total of refugees was 16.7 million people, with 33 million IDPs⁸. The 2013 levels of displacement was the highest on record, with UNHCR noting that if all those displaced were a nation, they would be the 26th most populous nation in the world⁹.

There were 10.7 million newly displaced people just within 2013¹⁰.

Syria accounted for the most new refugees in 2013 (a cumulative 2.47 million people¹¹, but not including those displaced within Syria), with other significantly large newly displaced populations originating in Central African Republic (800 000 people) and Mali (58 000 people)¹².

A total of 6.3 million refugees were in protracted situations, lacking durable shelter solutions for at least five years¹³. At the same time, there were an estimated 414,600 people who undertook voluntary repatriation in 2013¹⁴.

Despite much concern in some media outlets in the global north concerning the raised numbers of refugees or asylum seekers entering those countries, it remains true that 86% of all refugees are hosted by developing countries, up from 70% ten years ago¹⁵.

Recurring themes

Regional crises

Whilst the major crises discussed in previous editions of *Shelter Projects* may have included some of the largest disaster- or conflict-affected populations, this edition includes case studies of disasters and conflicts which have spread over entire regions, either as a natural disaster (Hurricane Sandy), or as an ever-widening conflict (Syria and the surrounding region). These disasters pose unique challenges in terms of overall strategy, equitability of distribution of resources, protection to populations displaced across borders, and advocacy messages to a variety of governments. *Shelter Projects* has sought to capture this, through overview pieces for some of these larger crises (Hurricane Sandy – A.3, Syria conflict – A.8, Pakistan floods – A.18 and Typhoon Haiyan in the Philippines – A.23).

Disasters and conflicts affecting urban areas

As much of the world's most rapid urbanisation is occurring in countries at high risk of disaster or conflict and with fragile governance, it is perhaps inevitable that many of the greatest numbers of populations in need of shelter are to be found in urban areas. Responding to shelter needs in urban areas often means complexities in identifying and assessing the needs of the population.

The case studies in *Shelter Projects 2013-2014* describe palettes of implementation methodologies. These methodologies embrace local markets and involve many actors, not least the host families and host communities who offer the majority of shelter support in the first instance in some countries.

In urban contexts, some case studies show how the supply of shelter can be improved and increased when the shelter in question is an unfinished or substandard, but nevertheless 'permanent', house in the middle of a city.

Scale and cost

The regional and urban aspects of many of the crises described in this book have meant that there is a pressure of resources and a pressure of costs, not just because of the absolute numbers of population affected, but also because of the populations seeking adequate shelter in built-up areas of large cities – often in larger buildings, or in collective shelters created from unfinished buildings with little or no infrastructure. Case studies from Lebanon (A.15) and Kurdistan (A.9) show how engagement with these challenges can start as an incremental process.

Partnership with governments

In a number of case studies, national or local governments have been key partners or, in the case of Cuba, taken a lead role in coordination (A.4). In Myanmar, partnership with government was the only way that scaling-up of assistance could be achieved (A.16). For Fiji and Philippines (A.7 and A.25), the theme of negotiation over assistance in “no build zones” was undertaken with engaged government counterparts. The case studies from Colombia and Cuba (A.2 and A.4) show how partnerships might lead to a more sustainable future, whilst those from the Syria region give insight into the concerns for stability and for the well-being for the host populations which are key considerations for all governmental partnerships.

Non-material forms of assistance

Shelter Projects 2013-2014 includes a greater number of case studies where the main activities were led by non-material forms of assistance, whether they were technical training, advocacy for locations for shelter, or engagement with local actors to resolve issues arising from regulatory barriers and disputes over land and other resources. These include assistance with tenure for refugees in the Syria region (A.11), as well as an in-depth discussion of that approach in the ‘Regulatory Barriers’ opinion piece (B.3), and advocacy for

changes in ‘no build zones in Fiji (A.7) or the Philippines (A.25).

It is striking in this edition of *Shelter Projects*, that the majority of case studies for post-disaster shelter support have somehow ‘mainstreamed’ DRR and ‘build back safer’ messaging and training. In many cases, humanitarian organisations have chosen to use cash or vouchers as a shelter ‘tool’ (Kurdistan, A.9, Dominican Republic, A.5). The case studies help to demonstrate both the benefits and limits of cash-based programming and under which circumstances cash for shelter is considered most effective.

Terminology

There has been a lot of academic and practical debate surrounding terminology used in the shelter sector. Additional confusions have been added by language translation issues.

Issues of the definition of words have been particularly great surrounding the language used for different phases of assistance. As an example the terms “transitional shelter”, “T-shelter”, “temporary shelter”, “semi-permanent shelter”, and “incremental shelter” have all been used in responses to define both the types of shelters and the processes used.

In this book we use the terms used in-country for each response and these may vary from country to country. In some cases, flexibility in terminology has helped projects to take place sooner.

Acronyms

A number of acronyms are used in the case studies which are assumed to be familiar to those working in the shelter sector. For clarification, the most commonly used ones are:

- BBS - Build Back Safer
- CGI sheeting – Corrugated Galvanised Iron sheeting
- DDR - Disaster Risk Reduction
- IDP – Internally Displaced Person
- INGO - International Non-Governmental Organisation

- NFI - Non-food item
- NGO - Non-Governmental Organisation
- WASH - Water, Sanitation and Hygiene

Interpret and contribute

In reading this book, or browsing relevant case studies, it is hoped that readers will be able to draw their own lessons and identify useful techniques and approaches.

Readers are encouraged to spread the word and share this publication widely, and contribute their own project case studies for future editions. In this way, the humanitarian community can compile good and bad practices and hopefully implement increasingly effective shelter projects in the future.

Contribute at:
www.ShelterCaseStudies.org

Sources and endnotes

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IDMC (2014) At A Glance: Global Estimates 2014: people displaced by disaster. www.internal-displacement.org

UNHCR (2014) UNHCR Global Trends 2013 [UNHCR GT 2013]. www.unhcr.org/

- 1) WDR 2014. Table 1, p. 220. This excludes industrial and transport disasters, which are also featured in the WDR statistics.
- 2) WDR 2014. Table 1, p. 220.
- 3) WDR 2014. Table 5, p.224
- 4) IDMC At A Glance. p. 1.
- 5) WDR 2014 2014. Table 7, p. 228.
- 6) WDR 2014 2014. Table 8, p.230.
- 7) UNHCR GT 2013. p. 2.
- 8) UNHCR GT 2013. p. 2.
- 9) UNHCR GT 2013. p. 2.
- 10) UNHCR GT 2013. p. 2.
- 11) UNHCR GT 2013. p. 2, 11.
- 12) UNHCR GT 2013. p. 12.
- 13) UNHCR GT 2013. p. 12.
- 14) UNHCR GT 2013. p. 20.
- 15) UNHCR GT 2013. p. 2.

Case study keyword tables

Table of case study settlement options

Publication title	Non-displaced / returns	Dispersed self-settlement	Short-term land, house or apartment tenant	Unplanned camps	Collective centres	Hosting	Planned and managed camps / relocation sites	Resettlement	Urban neighbourhoods
A.1 - Central African Rep. - 2013	X				X				
A.2 - Colombia - 2011								X	
A.3 - Hurricane Sandy - 2012 - Overview									
A.4 - Cuba - 2012	X								
A.5 - Dominican Rep. - 2012	X								
A.6 - Haiti - 2012	X								
A.7 - Fiji - 2012	X								
A.8 - Syria conflict - 2011 - Overview									
A.9 - Iraq (KR-I) - 2013		X							X
A.10 - Jordan - 2013							X		
A.11 - Jordan - 2013			X			X			X
A.12 - Jordan - 2014							X		
A.13 - Lebanon - 2012		X							
A.14 - Lebanon - 2012		X							X
A.15 - Lebanon - 2013					X				
A.16 - Myanmar - 2012							X		
A.17 - Nigeria - 2012	X								
A.18 - Pakistan - 2010-2014 - Overview									
A.19 - Pakistan - 2012	X								
A.20 - Pakistan - 2012	X								
A.21 - Pakistan - 2012	X								
A.22 - Philippines - 2012	X							X	
A.23 - Philippines - 2013 - Overview									
A.24 - Philippines - 2013	X								X
A.25 - Philippines - 2013	X							X	X
A.26 - South Sudan - 2012							X		
A.27 - Portugal - 1755	X	X						X	X

Table of case study response types

Case study / overview	Household items	Construction materials	Tools	Emergency shelter	Transitional shelter / T-shelter	Support for host families	Rental support	Core housing / progressive shelter	Housing repair and retrofitting	Cash / vouchers	Loans	Advocacy / legal	Site planning	Infrastructure	Training	Structural assessment	Guidelines / materials /mass communications
A.1 - Central African Rep. - 2013				X													
A.2 - Colombia - 2011								X				X	X	X	X		
A.3 - Hurricane Sandy - 2012 - Overview																	
A.4 - Cuba - 2012	X	X	X			X			X						X		X
A.5 - Dominican Rep. - 2012	X	X							X	X					X	X	
A.6 - Haiti - 2012									X	X					X	X	
A.7 - Fiji - 2012					X							X			X		
A.8 - Syria conflict - 2011 - Overview																	
A.9 - Iraq (KR-I) - 2013										X							
A.10 - Jordan - 2013				X	X								X				
A.11 - Jordan - 2013							X		X	X		X					
A.12 - Jordan - 2014				X													
A.13 - Lebanon - 2012		X	X	X													
A.14 - Lebanon - 2012	X	X		X			X		X	X			X				
A.15 - Lebanon - 2013				X					X								
A.16 - Myanmar - 2012				X									X	X			
A.17 - Nigeria - 2012	X							X							X		
A.18 - Pakistan - 2010-2014 - Overview																	
A.19 - Pakistan - 2012					X					X			X		X		
A.20 - Pakistan - 2012								X		X					X		
A.21 - Pakistan - 2012								X		X					X		
A.22 - Philippines - 2012	X				X										X		
A.23 - Philippines - 2013 - Overview																	
A.24 - Philippines - 2013	X	X			X										X		
A.25 - Philippines - 2013										X		X			X		
A.26 - South Sudan - 2012					X												
A.27 - Portugal - 1755				X	X			X					X	X			X

Explanation of columns:

- Household items - tents / blankets and other non-food items.
- Construction materials - provided for construction/repair.
- Emergency shelter / Transitional shelter, T-shelter, Temporary shelter, semi-permanent shelter, core housing / progressive shelter. Terminology is used according to the wording used in the response.