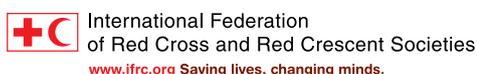


SHELTER PROJECTS

2017-2018

CASE STUDIES OF HUMANITARIAN SHELTER AND SETTLEMENT RESPONSES

*Shelter Projects Working Group partners and supporting agencies for this edition
(full list of contributors in Acknowledgements):*



Shelter Projects 2017–2018

Published in May 2019 by the International Organization for Migration (IOM), on behalf of the Global Shelter Cluster.

Available online from www.shelterprojects.org

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© Eva Samalea / IOM. South Sudan 2018, *Construction of roofing structure for resilient shelters by construction committee and community leaders in Kolom, Abyei*;

© Olivia Headon / IOM. Ethiopia 2018, *A young girl peers into a makeshift shelter on the grounds of a church, which temporarily gave land to thousands of people displaced by fighting between two communities neighbouring each other in West Guji*.

Winners of the Shelter Projects Photo Competition for the categories: 1) Long-term impacts of shelter; 2) Gender, diversity and inclusion; 3) Environment and local building cultures; and 4) Security of tenure.

To see all the submissions, visit <https://www.sheltercluster.org/ShelterProjectsPhotoCompetition2018>

FOREWORD

Shelter Projects 2017–2018 has been written by practitioners for practitioners to help them understand what worked and what did not work in previous shelter responses. In a world where global humanitarian shelter needs greatly exceed the capacities and resources of agencies to support those people requiring assistance, there is a clear need to learn from the past so that we can better respond in the future.

Shelter Projects is written through a collaborative and consultative process. This edition began with an inception workshop where lessons from the development of past editions were reviewed. This process was followed by regional shelter fora during which practitioners, government representatives and academics reviewed past editions and agreed on how this edition could be improved. Over the course of two years, the Global Shelter Cluster Shelter Projects Working Group, composed of international shelter experts from several humanitarian organizations and institutions, met to discuss the approach and to compile and review cases studies.

Previous editions of *Shelter Projects* have a proven broad audience of people who are involved in humanitarian shelter programming. They have been used by humanitarian staff, from both relief and development agencies. This includes shelter specialists and generalist programme managers, in developing shelter projects and proposals and in reviewing what has previously been done in country or in similar contexts. They have been used for global advocacy on issues such as cash in shelter programming. They have been used to promote shelter programmatic approaches and prove that there is a precedent for government strategies at the highest ministerial levels. They have been used in discussions with civil protection agencies and local municipal authorities in preparedness and response, to show what can be done. They have been used with private sector organizations to explain what shelter is (as a process, not a product), and they have been used in humanitarian trainings, and by universities as core reference in courses and as a basis for further research.

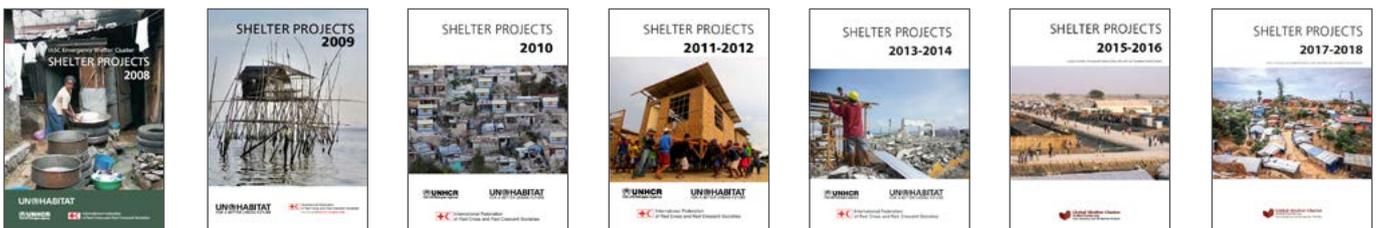
Given this broad range of uses, and although readers may have very specific information needs, we would encourage you to browse through the publication to get an idea of the broad spectrum of types of shelter programmes that have been implemented. Case studies and overviews aim to showcase different response options and reflect on the internal strengths and shortcomings of each, as well as on the wider impacts of projects and the lessons that can be learned.

Although it can be read as a standalone document, and individual case studies can be read in isolation, *Shelter Projects* is intended to complement other publications, such as the Sphere Handbook and the State of Humanitarian Shelter and Settlements Report.

This is the seventh edition in the series of publications that started over ten years ago. It contains 31 new case studies and four overviews of responses, contributing to a total repository of over 230 project examples and response overviews, from programmes of 60 agencies in almost 80 countries overall. The case studies vary greatly in scale, cost, duration, response phase and project design. Although they are not statistically representative of all shelter responses, this growing body of knowledge represents a source of learning and reflects the highly contextual nature of individual shelter and settlements responses. Overall, and reinforced by more rigorous analysis and review process than previous editions, it reflects many years of experience of about 500 field practitioners who have contributed across the editions.

Shelter Projects is written with the understanding that the primary responders to all crises are the affected people themselves. Whilst case studies are written from the perspective of agencies that aim to assist, we hope that readers of the publication will recognize the central and active role of the people that the projects seek to assist.

***The Global Shelter Cluster
Shelter Projects Working Group,
April 2019.***



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This project was coordinated and overseen by the Shelter Projects Working Group of the Global Shelter Cluster, including Amelia Rule (CARE International UK), Charles Parrack (Oxford Brookes), Chiara Jasna Vaccaro (DRC), David Evans (UN-Habitat), Jake Zarins (Habitat for Humanity), James Schell (IMPACT), Jim Kennedy (Independent), Joseph Ashmore (IOM), Loren Lockwood (CRS), Miguel Urquia (UNHCR), Misato Dilley (UN-Habitat), Mohamed Hilmi (InterAction), Sandra D'Urzo (IFRC) and Step Haiselden (CARE International UK).

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Photo credits appear over each figure or in the captions.

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.

Our thoughts go to all the humanitarian workers and volunteers who have lost their lives while on duty in the countries covered by this edition and worldwide, and to their families.

In particular, we wish to dedicate this book to past contributors to Shelter Projects who have tragically passed away: Graham Saunders, Guillaume Roux-Fouillet and Michael Ryan.

This book has been written in recognition of the inestimable amount of work done by crisis-affected people themselves, who have been the main shelter responders despite the adversity that they have suffered.

For comments, feedback or questions, please visit the website or contact info@shelterprojects.org.

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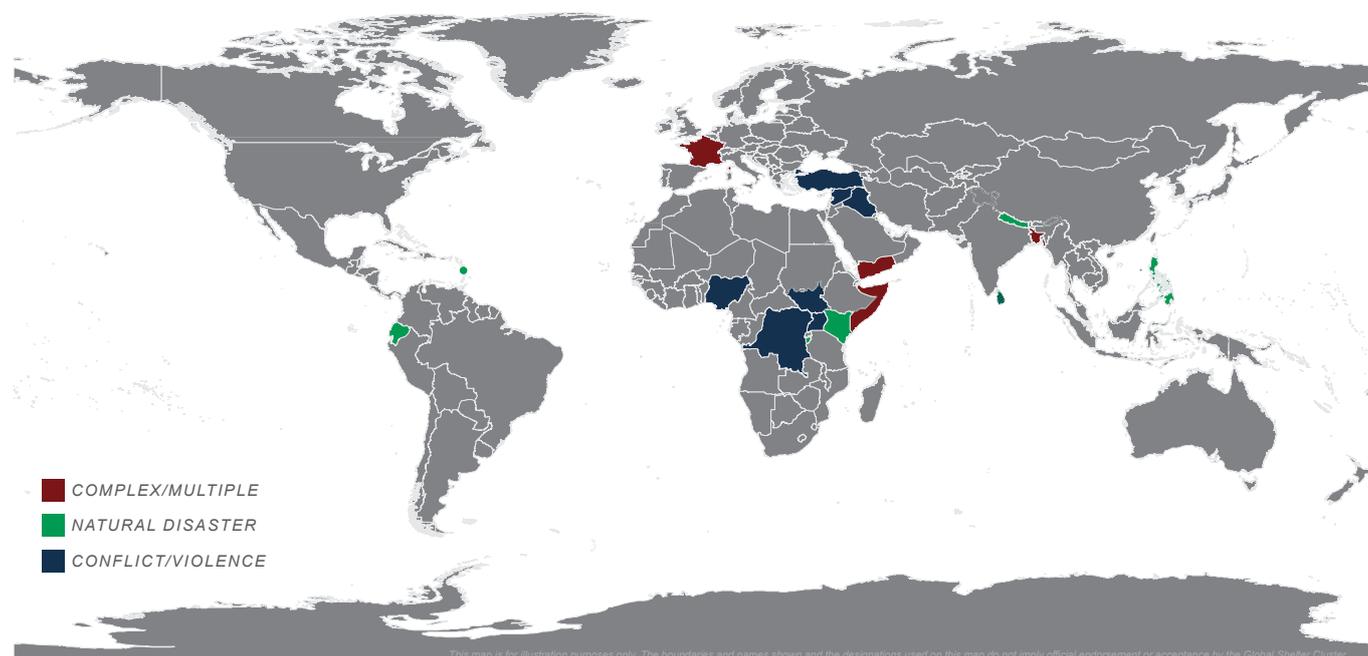
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INTRODUCTION



Women participating in a construction workshop shortly after Cyclone Pam in Vanuatu.



Upgraded shelters in the Protection of Civilians site in Wau, South Sudan.

ABOUT THIS BOOK

This edition of Shelter Projects contains 27 new case studies of the field implementation of humanitarian and recovery shelter responses, written by practitioners who have been involved in each of these. It also includes two case studies related to the coordination of shelter response and housing reconstruction, written by the coordination teams themselves. There are also some overviews of large responses during 2017–2018. These case studies and overviews are all included in **Section A**.

In **Section B** of this edition, there is also a historical case study of post-disaster recovery and a global project on the development of standard specifications and quality control systems. The historical view reminds us that many lessons and themes from past responses still apply today.

Section C includes the annexes and a small section on reference documents relevant for the sector and beyond, with the most recent publications highlighted.

The case studies in this book deal with projects implemented by many different organizations, a full list of which can be found in the acknowledgements section. In order to allow strengths and weaknesses of projects to be openly shared, **the case studies are not directly attributed to individual organizations**. Since projects are implemented in diverse and challenging conditions, case studies illustrate both good and bad practices. From each one, there are lessons that can be learned, and aspects that may be repeated or avoided. These are highlighted at the end of each case study. The objective of this publication has always been to encourage the learning process, advocate for following good practices and avoid “re-inventing the wheel”.

If you wish to find out more about the specific projects, please contact info@shelterprojects.org.

WARNING – PROJECTS ARE CONTEXT DRIVEN

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.

CASE STUDY SELECTION

The case studies were selected using the following criteria:

- The shelter project was **a) wholly completed or, if not, b) solid learning elements could be gained** from the project implementation by late 2018.
- Given the scale of shelter needs every year, **case studies must have had large-scale impacts**. Discontinued trials, pilot projects or design concepts were not included. A couple of exceptions to this are in the case of the Syria crisis, where small-scale projects have been published to showcase examples of remote management in a challenging environment (A.29–A.30).
- **Most of the project must be implemented within the first year following a natural disaster**, or over longer time frames for recovery processes. For conflict, chronic emergencies and return processes, longer time scales were considered. In this edition, there are also two projects about permanent housing reconstruction (A.18 and A.23).
- **Accurate project information is available** from staff or individuals involved in the implementation. In most cases, content is provided directly by project field staff and programme managers.
- **The case studies illustrate a diversity of approaches** to meet shelter and settlements needs, as providing shelter is more than simply designing architecturally impressive structures or constructing individual houses. In this edition, for example, one case study focuses on legal support to a shelter cluster to protect people with insecure tenure status during the response to an earthquake (A.12).

After a pre-selection based on the above criteria, **each case study was further peer-reviewed** by members of the Shelter Projects Working Group. The review enabled an additional level of critical analysis of the strengths and weaknesses of each project, as well as pointed out what lessons to highlight and what aspects to expand upon, ultimately increasing the overall quality of each case study.



© Rikka Tupaz / IOM

Ongoing shelter construction in Wau, South Sudan. This site hosts internally displaced people fleeing conflict that started in late 2013. Shelter interventions in South Sudan mainly target sites of protracted displacement and, to a lesser extent, return areas.

GLOBAL OVERVIEW OF DISPLACEMENT

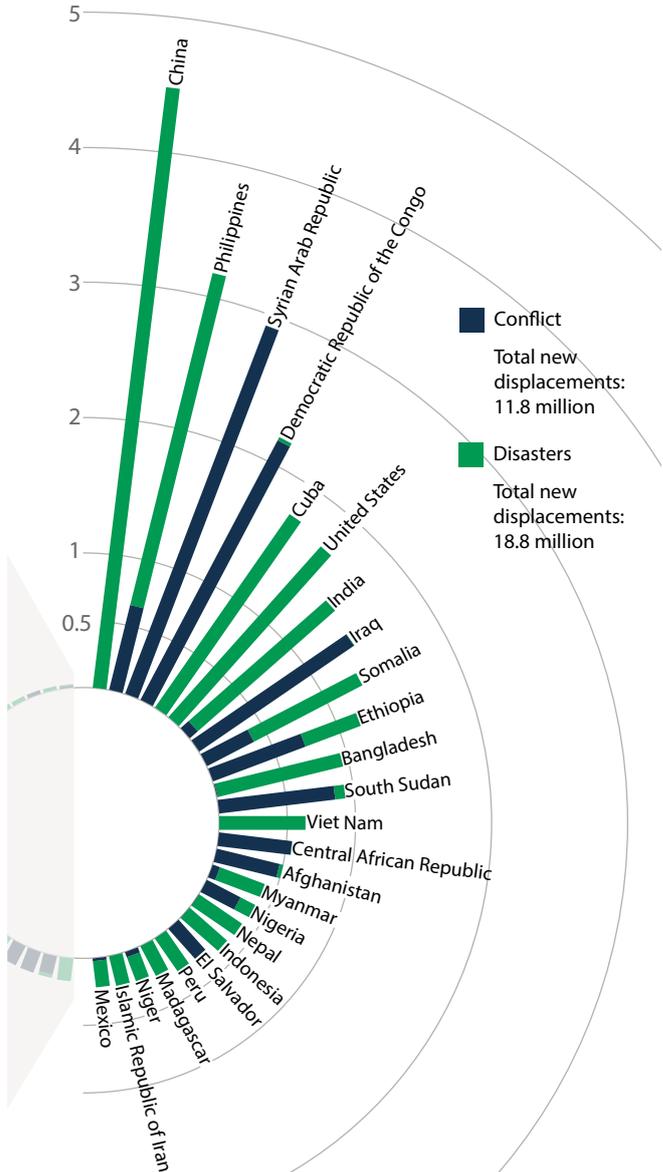
Over the course of 2017, 16.2 million people were newly displaced because of conflict or violence, of which 11.8 were internally displaced and 4.4 refugees or asylum seekers.¹ The number of new internally displaced persons (IDPs) due to conflict doubled from 2016 (6.9 million).²

During the same year, 18.8 million new internal displacements occurred due to natural disasters,³ with countries in Asia-Pacific and the Americas being disproportionately affected.

The diagram to the right shows the countries where new internal displacements were higher in 2017, by type of crisis. In some countries, large-scale displacement was caused both by natural disasters and by conflict and violence.

As of the end of 2017, a total of 68.5 million people were forcibly displaced due to conflict or violence.⁴ 25.4 million were refugees, 3.1 million asylum seekers and 40 million internally displaced. Of those internally displaced, 76 per cent were in only 10 countries.⁵

While global data for returnees and non-displaced people (such as affected host communities) was not available, projects in this book also include assistance to these groups.

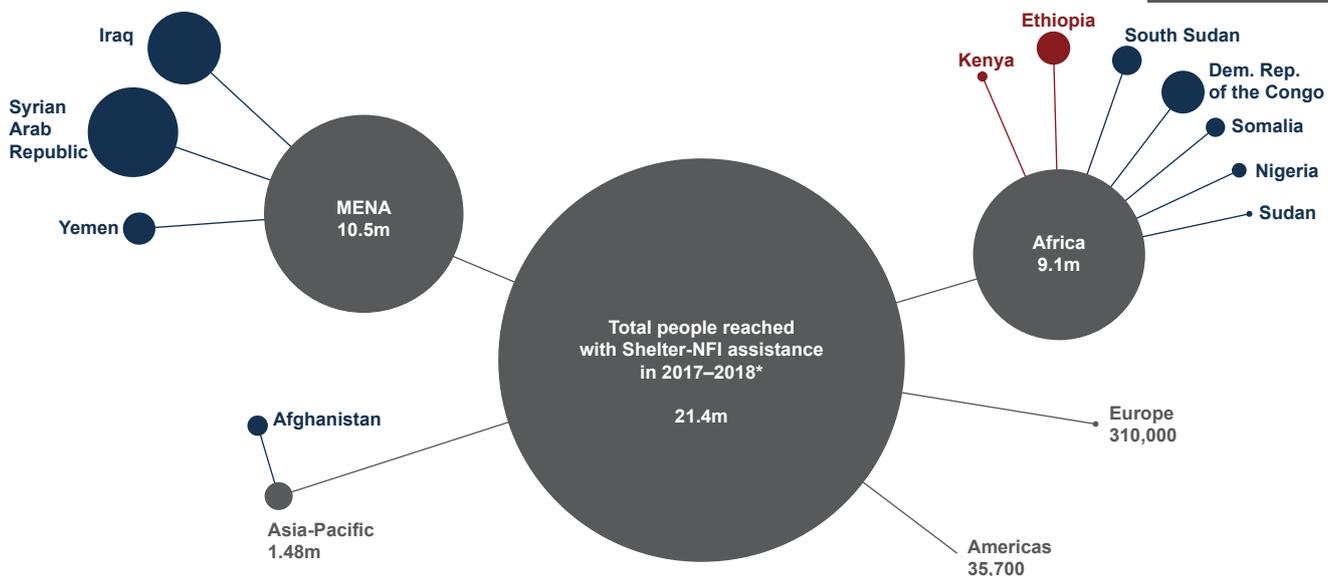


New internal displacements in 2017 in millions (source: IDMC, 2018).



© Olivia Headon / IOM

Rohingya refugees in Kutupalong-Balukhali Expansion site, shortly after the massive influx into Cox's Bazar district, Bangladesh, since 25 August 2017.



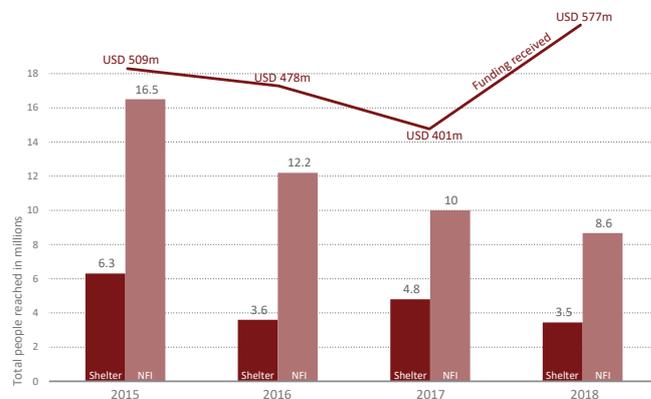
* Total people reached with Shelter-NFI support by region and country, in responses with a cluster or cluster-like mechanism in 2017–2018 (source: GSC).

SHELTER RESPONSES IN 2017 AND 2018

In 2017 and 2018, the Global Shelter Cluster (GSC) reported that 10.8 and 10.6 million people respectively had been reached in countries where a cluster or cluster-like coordination mechanism was active. This excludes, among others, refugee responses.¹⁰ These figures represent a reduction from the 18.1 and 13.1 million people reached in the previous two years (see chart to the right). In 2017, 4.8 million people were reached with shelter assistance and 10 million with non-food items (NFI). In 2018, only 3.5 million people were reached with shelter and 8.6 million with NFI.

The decrease in total achievements compared to 2015–2016 was mainly due to the sheer reduction of people reached with NFI in the Syrian Arab Republic and the fact that in 2017–2018 there were no disasters of the scale of the Nepal earthquake in 2015. However, shelter assistance in 2017 and 2018 in the Syrian Arab Republic actually reached more than twice the amount of people that in the previous two years, and the funding received also doubled, which explains the spike in the chart comparing 2015 through 2018 achievements (right).

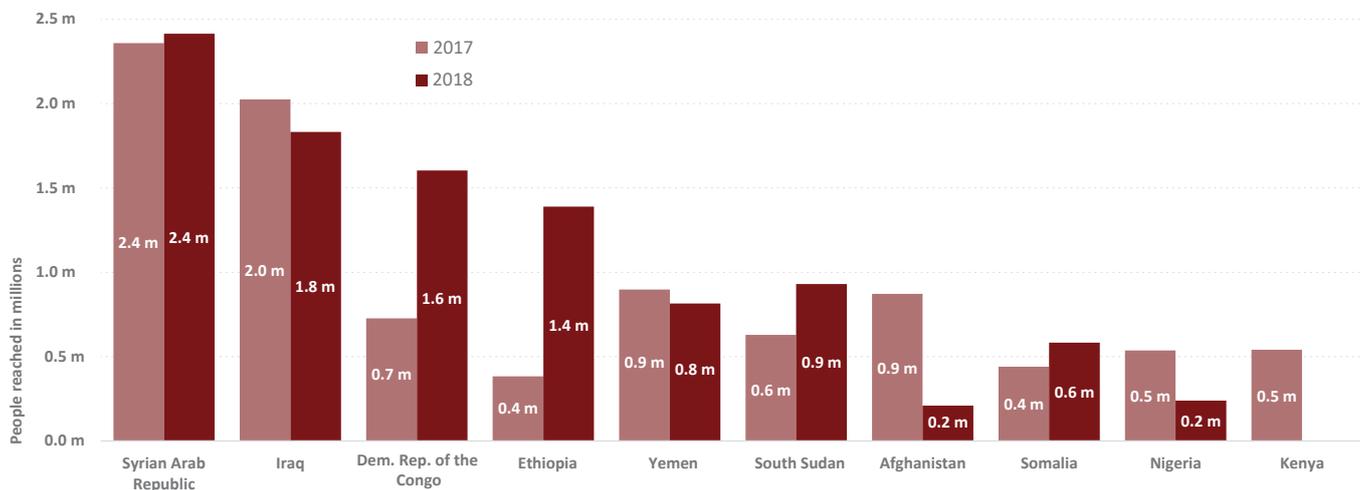
The major humanitarian Shelter-NFI responses in 2017–2018 were in the Syrian Arab Republic and Iraq, followed by the Democratic Republic of the Congo, Ethiopia, Yemen and South Sudan (see below). Although not in a formally activated cluster, the Shelter-NFI response to the Rohingya crisis in Bangladesh was also one of the largest in those years.



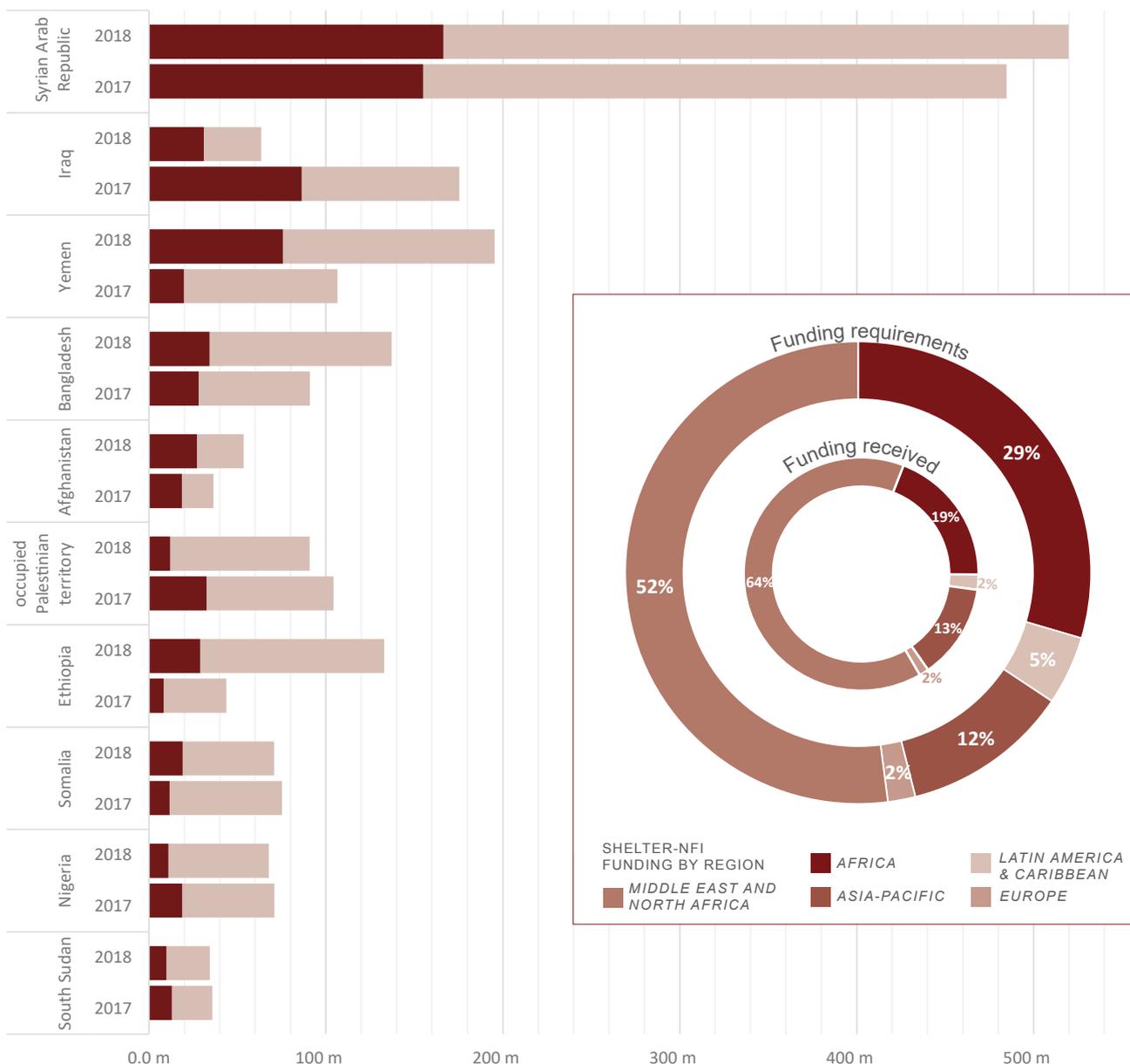
Total people reached with shelter and NFI support from 2015 to 2018, in responses where a cluster or cluster-like mechanism was active. The total funding received is also overlaid (source: GSC). While the total people reached decreased steadily from 2015, the funding in 2018 was higher mainly because of the large amount received for the response in the Syrian Arab Republic.

The vast majority of Shelter-NFI delivery was in response to crises related to conflict and violence, in some cases combined with additional damage and displacement caused by natural disasters.

As shown below, within the top ten Shelter-NFI responses in 2017–2018, most were in Africa and in the Middle East. This finding is also presented by the diagram at the top of the page, which shows the scale of Shelter-NFI responses by region.



Top ten responses by people reached in 2017–2018 with Shelter-NFI assistance in countries where a cluster or cluster-like mechanism was active (source: GSC).

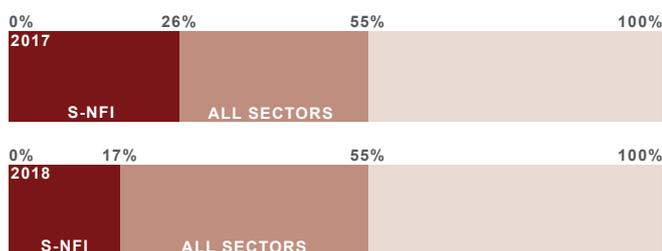


Top ten countries by funding received for Shelter-NFI in 2017 and 2018. The chart shows in darker colour the amount of funding received, while in lighter colour the total funds appealed. The pie chart on the right shows a distribution of funds received and requirements across regions (source: FTS).

FUNDING FOR SHELTER-NFI

Shelter-NFI remains one of the most underfunded sectors in humanitarian response. As per Global Shelter Cluster figures, between 2015–2018 the sector received less than 30 per cent of the required funding across all countries.¹¹

The charts in this page are based on funding reported on the Financial Tracking Service (FTS)¹² against appeals for Humanitarian Response Plans and Other Response Plans coordinated by the United Nations. This does not include Regional Refugee Response Plans.¹³



Average of Shelter-NFI funding coverage compared to all sectors coverage in 2017 and 2018. Shelter-NFI is significantly underfunded across countries.

The data shows that in 2017 and 2018 Shelter-NFI Clusters or Sectors received on average 26 per cent and 17 per cent of the funds required respectively, significantly less than the average funding coverage of all sectors, which was around 55 per cent for both years (see figure below-left).

The response in the Syrian Arab Republic was the largest recipient of funding, accounting for nearly 35 per cent of funds received for Shelter-NFI against appeals in 2017–2018. Iraq, Yemen and the Rohingya response in Bangladesh followed. The top ten countries are shown above.

Responses in the Middle East and North Africa (MENA) overall received over 64 per cent of funds for Shelter-NFI in 2017–2018, followed by those in Africa (19%) and Asia-Pacific (13%). Only five per cent of global funding for Shelter-NFI went to responses to natural disasters in Latin America and the Caribbean (LAC).

Looking at funding coverage, the MENA region had the highest rate, having received 33 per cent of funds requested, on average. Countries in Asia-Pacific received on average 30 per cent of funds required for Shelter-NFI, while African countries received 17 per cent and countries in LAC only 12 per cent.

DIVERSITY IN RESPONSES

The case studies in this book show many different shelter response modalities. These vary as a result of the differing contexts, phases of the response and organizational mandates and individual approaches. See the table on pages xii–xiii for a full summary of the assistance methods and settlement typologies of the projects in this book.

SUPPORT METHODS. Projects adopted a variety of support methods to deliver assistance. These include the distribution of household items or shelter materials, tools and kits (see for example A.3, A.15 and A.32), the use of conditional cash transfers or restricted vouchers (A.7–A.8, A.23–A.25 and A.27), and non-material forms of assistance, such as capacity-building (A.20–A.22), technical assistance (A.4 and A.18) and legal advice (A.1, A.12 and A.29). Two case studies also deal with settlement planning for displaced populations (A.14 and A.26).

SHELTER TYPES. Shelter options also varied, from tents (see A.22 and A.26) and emergency shelters (A.19 and A.25), to transitional or semi-permanent shelters (A.1, A.10 and A.24) to core houses (A.11 and A.20), to repair and rehabilitation of houses (A.4, A.27 and A.32). They also included rental support (A.1) and upgrade of collective centres (A.30–A.31).

TYPE OF CRISIS AND DISPLACEMENT. Eleven projects in this edition were implemented in support of internally displaced people due to conflict or violence (see case studies from Iraq, South Sudan and the Syrian Arab Republic). One was also in response to displacement caused by drought (A.5 in Somalia). Five case studies deal with refugee situations (including one on mixed flows of migrants and refugees – A.25), and three with supporting returnees after conflict-related displacement (for instance A.4). Ten projects were in response to natural disasters (floods, tropical cyclones and earthquakes) at different phases of the response: emergency (A.3, A.19, A.22 and A.24), transitional (A.1 and A.24), recovery (A.11 and A.20–A.21) and reconstruction (A.18). Some of these also involved support to people displaced by such disasters (for example A.1, A.19 and A.22).

LOCATIONS AND SETTLEMENT OPTIONS. People assisted by the projects in this edition found shelter and were reached in different types of locations. From a shelter perspective, the location and typology of settlement where people are can be considered amongst the main determinants in selecting appropriate response options.

Almost half of the projects in this book were implemented in communal displacement sites. These included planned and managed sites for large displaced populations fleeing conflict (see A.7–A.9 and A.26), spontaneous camps where people self-settled (A.5, A.14–A.15 and A.25), as well as collective facilities, which often included schools and other public buildings (A.22, A.30 and A.31).

Some projects were also conducted in support of populations in dispersed locations, such as people renting apartments (see A.29 and A.32) or staying with host families (A.2 and A.27). Whilst many displaced people after a crisis find shelter in dispersed locations, there are often more challenges associated with profiling these groups and delivering assistance, compared to those in communal sites.

Many case studies also assisted people who were not displaced but had their houses damaged or destroyed (see A.11, A.18–21, A.23 and A.27), or helped households to return to their homesites (A.1, A.4 and A.23).

Two projects provided shelters, infrastructure and services in new sites to support the resettlement of people who were living in camps (see A.1 and A.28), and two also supported dispersed resettlements from camps (A.1) or hazard-prone areas (A.19).

Projects were implemented in rural, peri-urban and urban environments. The definition of what is “urban” varies by country. In this edition, the case studies that focus more on responses in urban settings are in the Syrian Arab Republic (A.29 on rehabilitation of apartments and A.30 on collective centre upgrade) and Turkey (A.32, on house repair and rehabilitation).



Case studies show a wide range of shelter assistance options from the perspective of implementing agencies. However, in most crises, affected people are the first and primary responders.



The location and typology of settlement where affected people live are amongst the main factors in determining appropriate sheltering solutions.

SUMMARY TABLE OF SUPPORT METHODS USED BY THE PROJECTS DESCRIBED IN THE CASE STUDIES

Crisis	CASE STUDY	SUPPORT METHODS																
		Distribution				Cash-based												
		Household items	Shelter materials (incl. kits)	Tools / Fixings	WASH items (incl. kits)	Conditional cash transfer	Vouchers	Unconditional and unrestricted	Loans / Micro-credits, etc.	Advocacy / Legal assistance	Site / Settlement Planning	Infrastructure	Training / Capacity-building	Tech. assistance / Quality assurance	Structural assessment	Guidelines / mass communications	Site management	Debris / rubble removal
	A.1 / Burundi / 2017-2018 / Camps closure																	
	A.2 / Dem. Rep. of the Congo / 2018 / Conflict																	
	A.3 / Kenya / 2018 / Floods																	
	A.4 / Nigeria / 2017-2018 / Conflict																	
	A.5 / Somalia / 2017-2018 / Drought																	
	A.7 / South Sudan / 2017-2018 / Conflict																	
	A.8 / South Sudan / 2017-2018 / Conflict																	
	A.9 / South Sudan / 2018 / Conflict																	
	A.10 / Uganda / 2017-2018 / South Sudan crisis																	
	A.11 / Dominica / 2017-2018 / Hurricane Maria																	
	A.14 / Bangladesh / 2017-2018 / Rohingya crisis																	
	A.15 / Bangladesh / 2017-2018 / Rohingya crisis																	
	A.18 / Nepal / 2016-2017 / Earthquake																	
	A.19 / Nepal / 2017-2018 / Floods																	
	A.20 / Philippines / 2015-2017 / Typhoon Haiyan																	
	A.21 / Philippines / 2016-2018 / Typhoon Haiyan																	
	A.22 / Philippines / 2018 / Tropical Storm Kai-Tak																	
	A.23 / Sri Lanka / 2010-2017 / Conflict																	
	A.24 / Sri Lanka / 2017-2018 / Floods																	
	A.25 / France / 2015-2016 / Europe refugee crisis																	
	A.26 / Iraq / 2016-2017 / Conflict																	
	A.27 / Iraq / 2017-2018 / Conflict																	
	A.28 / Syrian Arab Republic / 2015-2017 / Conflict																	
	A.29 / Syrian Arab Republic / 2017-2018 / Conflict																	
	A.30 / Syrian Arab Republic / 2017-2018 / Conflict																	
	A.31 / Syrian Arab Republic / 2018 / Conflict																	
	A.32 / Turkey / 2017-2018 / Syria crisis																	

This table shows that shelter programmes are much more than material distributions, and include non-materials support methods, such as cash, legal assistance, capacity-building and site planning.

Explanation of the columns:

- Distribution: what kind of items or kits were provided (in-kind) to beneficiaries?

- Cash-based: what type of cash-based intervention was used? (Note: conditional cash includes cash for work. No projects used unconditional and unrestricted grants).

- Advocacy...Rubble removal: what other types of assistance were provided?

SUMMARY TABLE OF SHELTER ASSISTANCE TYPES AND SETTLEMENT OPTIONS IN THE CASE STUDIES

CASE STUDY	SHELTER ASSISTANCE TYPE								LOCATION			SETTLEMENT OPTION								
	Emergency shelter	Transitional / semi-permanent shelter	Host family support	Rental support	Core housing	Repair / retrofitting	Permanent houses	Collective centre upgrade	Rural	Peri-urban	Urban	Non-Displ. / Returns		Displaced, dispersed		Displaced, communal		Resettlement		
												Owner occupied	Rental	Informally occupied	Rental	Host families	Spontaneous (self-settled)	Collective centres	Planned site / settlement	Unplanned site / settlement
A.1 / Burundi																				
A.2 / Dem. Rep. of the Congo																				
A.3 / Kenya																				
A.4 / Nigeria																				
A.5 / Somalia																				
A.7 / South Sudan																				
A.8 / South Sudan																				
A.9 / South Sudan																				
A.10 / Uganda																				
A.11 / Dominica																				
A.14 / Bangladesh																				
A.15 / Bangladesh																				
A.18 / Nepal																				
A.19 / Nepal																				
A.20 / Philippines																				
A.21 / Philippines																				
A.22 / Philippines																				
A.23 / Sri Lanka																				
A.24 / Sri Lanka																				
A.25 / France																				
A.26 / Iraq																				
A.27 / Iraq																				
A.28 / Syrian Arab Republic																				
A.29 / Syrian Arab Republic																				
A.30 / Syrian Arab Republic																				
A.31 / Syrian Arab Republic																				
A.32 / Turkey																				

Projects provided or supported a variety of shelter assistance types implemented in diverse locations, based on the context and the phase of the response. In this edition, there are also examples of projects that built permanent houses.

Explanation of the columns:
 - Shelter assistance types: what kind of shelter assistance was provided by the project? This ranges from emergency shelter to repair/retrofitting and rental support.
 - Location: where was the project implemented? In a rural, peri-urban or urban area?
 - Settlement option: what type of settlement were people assisted in (or assisted to return to)? Were people in camps or in return areas? Did the project support resettlement to a safe location? Were beneficiaries living in collective centres, or did they self-settle in dispersed locations?

CASE STUDY ANALYSIS AND RECURRING THEMES

For this edition of Shelter Projects, the 27 case studies dealing with the operational implementation of programmes were analysed by a core group of subject experts, with the support of master’s students in the data collection phase. For each case study, strengths and weaknesses were taken as unit of analysis and each assigned up to two themes at the intervention/output level and up to two themes at the outcome level.

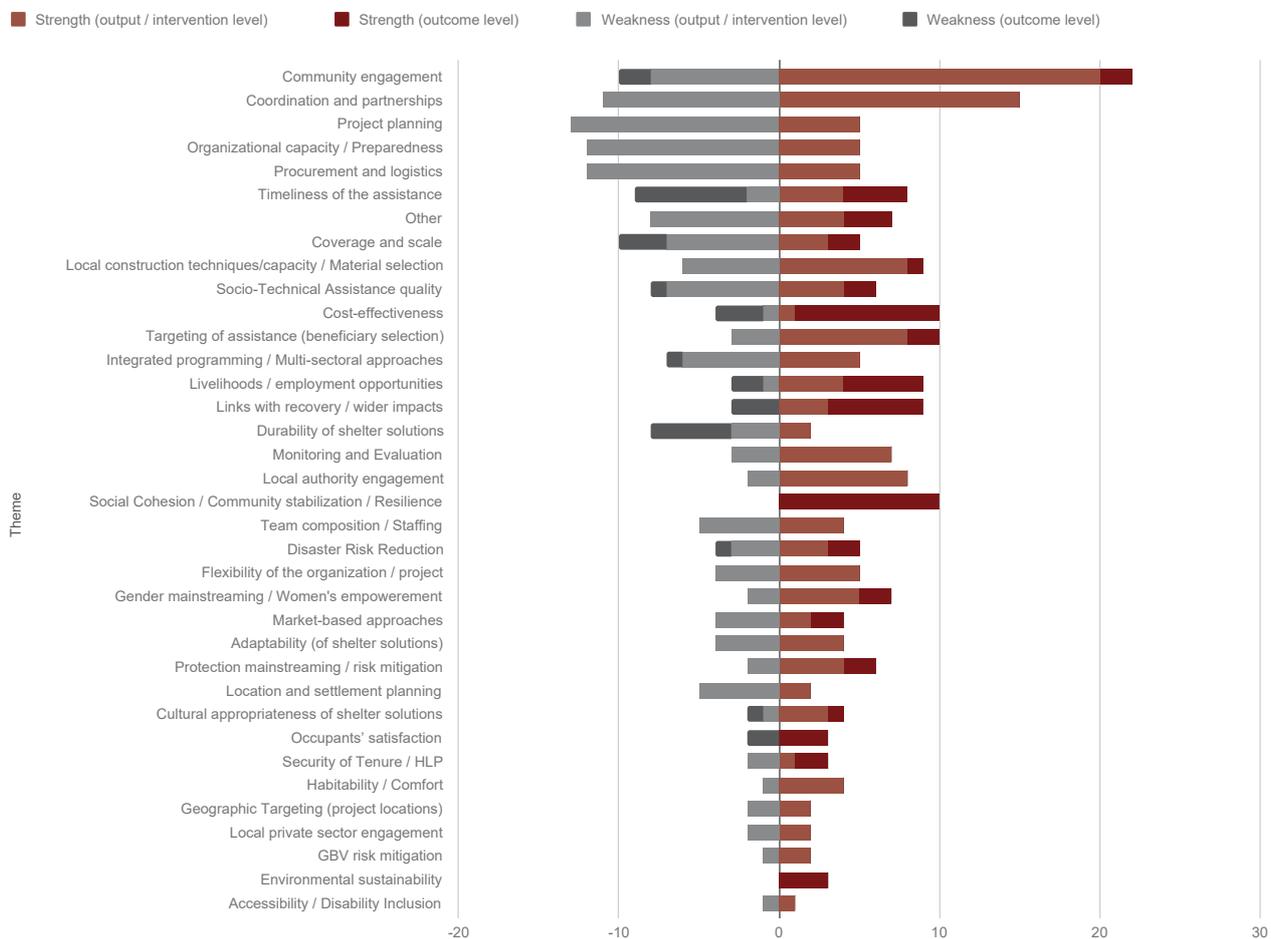
For example: *engaging the community in the project* (intervention/output) *led to stronger social cohesion* (outcome).

The 27 case studies included 263 strengths and weaknesses. These were assigned themes from a predetermined list. In the case study development and review phases, contributors were encouraged to discuss many of these themes in the data collection form, with some emerging more strongly than others in the strengths and weaknesses. The results of the classification were validated and then analysed to extract findings. These are presented below and in the table on pages xviii–xix.

It is recognized that case studies have inherent biases due to each author’s perspective, and strengths and weaknesses are mostly self-reported, while reality can be more nuanced. Case studies are also very diverse because of the varying nature of the context in which projects take place. However, by classifying the strengths and weaknesses of each project, some trends can be observed.

After the analysis, the most reported theme was *community engagement* (across 23 case studies). The next three most reported themes were *coordination and partnerships* (20 case studies), *project planning* (14 case studies), and *timeliness of the assistance* (16 case studies). *Community engagement* was reported as a clear project strength in 20 case studies and as a weakness only in 10 case studies. That is, in most case studies, authors felt that *community engagement* was the most desirable positive attribute that the project could claim for itself. *Coordination and partnerships* was more evenly split, as it was seen as a strength in just over 50 per cent of case studies and as a weakness in around 40 per cent

STRENGTHS AND WEAKNESSES REPORTED IN THE CASE STUDIES, BY THEME



SUMMARY OF FINDINGS FROM THE ANALYSIS

Top three strengths overall	Community engagement, coordination and partnerships, timeliness of the assistance
Top four weaknesses overall	Project planning, organizational capacity/preparedness, coordination and partnerships, procurement and logistics
Top three strengths in natural disaster responses	Community engagement, coordination and partnerships, monitoring and evaluation
Top two weaknesses in natural disaster responses	Procurement and logistics, Organizational capacity/preparedness
Top two strengths in conflict responses	Community engagement, livelihoods/employment opportunities
Top two weaknesses in conflict responses	Project planning, timeliness of the assistance
Top two strengths in complex/multiple responses	Coordination and partnerships, community engagement
Top weaknesses in complex/multiple responses	No clear data

of case studies. *Project planning* was reported as a weakness in half of the case studies and as a strength only in less than 20 per cent of case studies. *Timeliness of the assistance* was evenly split, reported as a strength in eight case studies and as a weakness in nine.

Community engagement was the most reported strength at the intervention/output level and, in half of these cases, the output was reported as leading to an outcome. The most common outcome, in over a third of the outcomes resulting from strong community engagement was *social cohesion, community stabilization and resilience*. *Timeliness of the assistance* was the next most common outcome from community engagement.

When considered by crisis type, *community engagement* was seen as only a strength in natural disaster case studies, and never a weakness, but in conflict and complex emergencies, community engagement (or lack of it) was reported equally as a project strength and a weakness.

The top three project outcome strengths were *cost-effectiveness, social cohesion* and *links with recovery*. The projects that reported *cost-effectiveness* as a positive outcome were very likely to report that this was related to local issues. In nearly half of the cases of strong cost-effectiveness this was reported as being due to either *local construction techniques/capacity/material selection* or *local private sector engagement*. *Social cohesion* was found to be related to *community engagement*, as described above. However, the concept of social cohesion in general is not consistently defined or measured, so it is hard to draw more general conclusions. For *links with recovery*, there was no discernible pattern and relationship with project outputs, as this theme was associated with many different intervention/output-level issues.

Timeliness and *durability* of shelter assistance were the most reported weaknesses at outcome level. There were no discernible patterns relating to project outputs.

Gender mainstreaming and women’s empowerment was only reported as an issue (mostly a strength) in conflict case studies. This is not to say it was not an issue in natural disasters, but could be due to the fact that responses in conflict settings are implemented with a stronger protection lens.

Three issues are reported much more frequently as a strength in conflict responses, compared to natural disaster responses: *livelihoods and employment opportunities, protection mainstreaming/risk mitigation* and *local construction techniques/capacity/material selection*.

In 11 case studies, other themes outside the predefined list were identified. While in most cases these only appeared once, *use of technology* was selected three times, and *information management* and *quality control* twice.



Transitional settlement for people affected by the volcanic eruption in Guatemala.

The most recurring themes found through the analysis described above, are briefly expanded below.

COMMUNITY ENGAGEMENT. Nearly all case studies reported strengths or weaknesses related to the engagement of beneficiaries or wider affected communities in the project. This varied from engagement in the targeting process (see A.20), to programme design (A.1), to implementation (such as construction, repair or distribution activities) or throughout the programme cycle (A.7). When reported as a weakness, it mainly had to do with lack of or limited communication with communities, including lack of feedback mechanisms, which in some instances led to tensions and implementation challenges (A.2, A.5, A.31). Effective feedback and complaints mechanisms were also reported as strengths (A.29), and the involvement of beneficiaries in project design led to the adaptation of modalities or assistance options based on people’s preference (for example A.30). As mentioned above, several case studies also highlighted a connection between the degree of beneficiary involvement and the sense of ownership this generated, with positive impacts on social cohesion and resilience of the affected communities (A.15, A.18, A.21, and A.23). A.10 reported how it is important to factor in sufficient time for participatory processes and focused specifically on the engagement of youth, and A.32 found that unplanned visits to project beneficiaries were often considered a nuisance. Two case studies that reported community engagement as an outcome-level strength, mentioned this was possible thanks to pre-existing links of the organization in the project sites (A.1) or thanks to the engagement of community-based organizations (A.5).

COORDINATION AND PARTNERSHIPS. Twenty case studies had a strength or weakness related to coordination, in its broad sense. This can include sector or inter-agency coordination, partnerships, coordination with national and local stakeholders, internal coordination between different teams, as well as inter-sector coordination. Several case studies highlight how successful partnerships with local organizations had positive impacts on the project thanks to the complementarity of capacities and the links with communities that local actors brought (see A.3, A.5, A.11, A.20 and A.24). Others highlight the benefits of inter-agency coordination, which improved targeting and sector standards quality (A.11), allowed to achieve coverage of needs at scale (A.15) or to develop harmonized approaches and guidelines (A.26 and A.30). Some case studies highlight how coordination with specific groups had enabling effects on the project, such as with peacekeeping forces (A.9), or the lack thereof had negative consequences, such as in the case of A.2 and 28 where poor communication with armed actors caused challenges, or in A.26 where coordination issues with WASH actors caused delays. Internal collaboration between teams is also cited as a strength or a weakness (A.1, A.26 and A.29). A.14 highlights several coordination challenges for site planning actors in responding to a unique crisis. In some cases, limited or no coordination is reported as a weakness (A.21 and A.31).

PROJECT PLANNING. The theme with most reported weaknesses is project planning, which includes a number of diverse issues dealing with programme design, work plans and resource allocation, amongst others. Some projects report challenges associated with poor planning around procurement of materials, including customs clearance (see A.1 and A.7), or around access and weather constraints (A.10 and A.28) or security (A.23). Many report issues with allocation of funds and targeting processes, for example that the assistance was not

sufficient to cover the needs due to lack of or poor allocation of resources (A.27, A.10, A.32, A.21 and A.23). A.18 and A.30 report issues with the sustainability of interventions beyond the project end, which can be connected to limited long-term planning. A.4 and A.32 highlight limitations with cash-based interventions that could have been avoided with better planning. Project planning was reported as a strength in relation to piloting and programme design choices (A.28 and A.27), or strategic decisions related to geographic targeting or coordination issues (A.1, A.14 and A.26).

TIMELINESS OF THE ASSISTANCE. Sixteen case studies reported strengths or weaknesses related to the timeliness of the project or the impact that other issues had on the schedule of activities, respectively. Some reasons behind the timely delivery of assistance were the pre-positioning of stocks and engagement of local authorities (see A.22), successful partnerships (A.24), or the engagement of the community (A.18). The speed of the response was reported as a strength in A.25 (where all vulnerable individuals in a site received shelter before the winter), in A.31 (where over 65,000 people fleeing a military offensive were assisted in collective centres in a span of 45 days), and in A.26 (where people fleeing operations in Mosul found shelter in two emergency sites rapidly set up in anticipation of the influx of IDPs). A.14 highlights how early decisions related to settlement planning and disaster risk reduction were key to shaping the response. Nine case studies report varying reasons behind delays in implementation, including related to procurement (A.1 and A.10), targeting (A.1 and A.32), selection of contractors or service providers (A.32 and A.4), as well as staff turnover (A.27). In two cases, delays were related to cash-based interventions (A.4 and A.7).

ORGANIZATIONAL CAPACITY/PREPAREDNESS. Similar to project planning, case studies mostly reported weaknesses related to organizational capacity, however these were caused or linked to varying issues. Some examples include lack of expertise in cash-based programmes (see A.2, A.4 and A.7), quality control (see A.22 and A.32), technical capacity at the field level (A.21) or more broadly lack of training and experience from the implementing organization (A.25). Recruitment challenges and slow support services were also amongst the issues identified (A.11, A.24, and A.25). The internal capacity and preparedness of the implementing organization was also reported as a strength in a few cases, for instance in relation to speed and quality of deployed personnel (A.11), stocks pre-positioning (A.21) or the agility of the team to act in a complex political environment where larger actors could not (A.25).

PROCUREMENT AND LOGISTICS. Challenges related to procurement of materials and logistics come up often across case studies. These include transport costs (see A.19 and A.20), quality and quantity of materials provided (A.15 and A.26), importation challenges (A.1 and A.3) and limited internal capacities or lengthy processes (A.20 and A.21). Weaknesses in market-based approaches were also reported, such as the lack of market assessments (A.28), the limited engagement of suppliers (A.18), or the issue of poor contracts with traders (A.8). Case study A.3 highlights the challenges in single-use plastics importation and the potential wider impacts for the sector.

COVERAGE AND SCALE. Fifteen case studies reported issues related to coverage (people reached against needs) and scale of the intervention. A.15 and A.31 are very large-scale projects that maximized resources to reach as many people as possible in a short time frame. While the former achieved the results with a highly coordinated approach, the latter reported that lack of coordination represented a weakness of the programme. A.28 was successful in scaling up, generating donor interest. A.25 managed to reach all the residents in a camp achieving full coverage using donations and volunteer-run teams. Limited scale of the project against the needs was however more often reported as a weakness, for instance due to high costs of selected modalities (see A.20 and A.18), lack of sufficient funds (A.10), loss of access to project locations (A.30) or targeting criteria (A.27).

LOCAL CONSTRUCTION TECHNIQUES/CAPACITY AND MATERIAL SELECTION. The choice of local materials and building techniques and the use of local skills and capacities (including labour) was a significant theme in 13 case studies. The issue of materials selection (both as a strength and a weakness) came up several times, for instance in A.28 on the use of adobe, or in A.26 where tents of limited quality and durability were used. Choosing local resources was often reported as contributing to cost-effectiveness (A.2 and A.18), supporting the local economy (A.29 and A.32), strengthening local capacities and fostering a sense of ownership (A.7), as well as having positive environmental impacts (A.28). The reuse of salvaged materials was also discussed in two case studies, as a strength in one (A.24) and a weakness in the other (A.22), where wrong assumptions over the use of reclaimed items after a storm meant that households did not have enough framing materials to carry out repairs. The lack of framing materials was also reported as a weakness in A.3.



Responses need to find a balance between scale, timeliness and impact. In Cox's Bazar the speed of the influx, the constraints of the settlements' terrain and the risks associated with the monsoon season, made this even more challenging.



Projects often highlighted the link between the use of local resources and capacities, and the cost-effectiveness of the intervention.

COST-EFFECTIVENESS. Thirteen case studies identified strengths of the interventions that led to cost-effectiveness or weaknesses that caused an increase in cost. As mentioned above, project cost-effectiveness was mainly associated with the use of local resources (see also the paragraph above) or engagement of local private sector (see A.7 and A.8). Case studies also reported effective coordination (A.24), technical assistance (A.21) and durability of the shelter solutions (A.8) as contributing factors to cost savings. On the other hand, the high cost of selected modalities (A.32 and A.20), lack of market assessments and poor site selection (A.28), as well as high transport costs (A.20) were reported as causes of excesses in costs. A.22 highlights how clear geographic targeting made the intervention cost-effective, and A.29 how the provision of solar panels had significant impacts on the reduction of household expenditures.

SOCIO-TECHNICAL ASSISTANCE QUALITY. Socio-technical assistance refers to the series of complementary, non-material support activities for people recovering from a crisis. It is not a one-off intervention and includes different components that should be tailored to the specific needs of crisis-affected populations. Case studies in this edition show some of these activities. For example, A.18 discusses the implementation of large-scale training of masons and door-to-door assistance to support reconstruction efforts after the Nepal earthquakes. A.15 places emphasis over the importance of training and continuous technical assistance for households implementing upgrades to their shelters in the largest refugee settlement in the world. A.21 highlights how technical assistance complementing material support enabled to maximize resources and reach more people, as well as ensured higher impact of disaster risk reduction techniques in the targeted communities, even beyond project beneficiaries. A.20 discusses the complementarity of cash-based assistance with training and technical support to achieve project objectives through an owner-driven approach. A.5 and A.22 discuss challenges and flaws in training approaches, while A.27 highlights how poor communication of structural issues and risks can have negative effects. Finally, A.8 discusses how shortcomings in community mobilization and choice of skills training had impacts on the low participation in the project or on the misuse of the material assistance provided.

TARGETING. Decisions over who to assist and where to intervene often have important repercussions over programmes' effectiveness, and the targeting process itself can be very time-consuming and challenging. Nine case studies discussed strengths in the targeting approach, while five highlighted some shortcomings. The latter had to do with lengthy processes in developing beneficiary lists (see A.1), tensions generated by the decision to use a targeted approach in displacement sites (A.5), or challenges in the selection of project locations (A.24 and A.32) and its repercussions over project implementation. A.29 highlights weaknesses in the targeting process, when intentions of beneficiary families were not properly assessed, leading to lower occupancy rate after project completion. It also shows how selection criteria (related to HLP due diligence processes) can exclude people in need of assistance. Case studies reporting the targeting process as a strength included A.2 (which used a scorecard approach), A.4 and A.20 (which managed to assist all the most vulnerable households in the targeted locations), and A.10 and A.32 that discuss the benefits of adopting an inclusive approach (targeting both refugees and host community members). Finally, A.30 and A.32 highlight how coordination with local authorities and humanitarian partners enabled effective targeting.



A training session on safe shelter and settlement practices in a refugee settlement in Cox's Bazar. The response had a strong focus on training and technical assistance to support refugees in preparing for the monsoon.

Some themes were included in the classification but were only reported very few times. These included *local private sector engagement* (4 case studies), *environmental sustainability* (3), *GBV risk mitigation* (2), and *accessibility / disability inclusion* (2). Although the total number of case studies analysed does not allow representative conclusions to be drawn for the whole sector, this finding may point to a need to further improve shelter and settlement programming in these areas.

Finally, although the case studies – and by consequence, the strengths and weaknesses – are written from the perspective of implementing agencies, they also show that affected people are active agents and not passive recipients of assistance.

NOTE ON TERMINOLOGY

There has been much debate around terminology used in the shelter sector. In particular, there have been issues in different definitions used for different phases of assistance. For example, the terms “emergency shelter”, “transitional shelter”, “temporary shelter”, “semi-permanent shelter” and “incremental shelter” have all been used to define both the types of shelters and the processes used. In this book we use the terms used in-country, which may vary. In some cases, flexibility in terminology has helped projects to take place sooner.

INTERPRET AND CONTRIBUTE

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

Readers are encouraged to share this publication widely, and contribute their own project case studies for future editions. In this way, the humanitarian community can continue learning and, hopefully, implement better shelter projects in the future.

Contribute at www.shelterprojects.org

ENDNOTES

- ¹ United Nations High Commissioner for Refugees – UNHCR (2018) ‘Global Trends. Forced displacement in 2017.’
- ² Internal Displacement Monitoring Centre – IDMC (2018) ‘Global Report on Internal Displacement.’ At the time of writing, data on global displacement for 2018 was not yet available.
- ³ Ibid.
- ⁴ UNHCR Global trends 2017.
- ⁵ IDMC, Global Report on Internal Displacement 2018.
- ⁶ EM-DAT: The Emergency Events Database – Université catholique de Louvain (UCL) – CRED, D. Guha-Sapir – www.emdat.be, Brussels, Belgium.
- ⁷ IDMC, Global Report on Internal Displacement 2018.
- ⁸ UNHCR Global trends 2017.
- ⁹ Joint Response Plan for Rohingya Humanitarian Crisis (JRP).
- ¹⁰ Data for this section is taken from the Global Shelter Cluster dashboard available as of 12 April 2019 at www.sheltercluster.org.
- ¹¹ Ibid.
- ¹² Financial Tracking Service (FTS), <https://fts.unocha.org/>. As of 12 April 2019.
- ¹³ See all appeals on the Global Humanitarian Overview at <https://bit.ly/2wA0tiX>.

SUMMARY TABLE OF PROJECT STRENGTHS AND WEAKNESSES BY THEME

Crisis	CASE STUDY	THEMES															
		Accessibility / Disability Inclusion	Adaptability (of shelter solutions)	Community engagement	Coordination and partnerships	Cost-effectiveness	Coverage and scale	Cultural appropriateness	Disaster Risk Reduction	Durability of shelter solutions	Environmental sustainability	Flexibility of the organization / project	GBV risk mitigation	Gender mainstreaming	Geographic Targeting (project locations)	Habitability / Comfort	Integrated / Multi-sector programming
	A.1 / Burundi / 2017-2018 / Camps closure			S	SW					W							SW
	A.2 / Dem. Rep. of the Congo / 2018 / Conflict			SW	W	S					S		S				W
	A.3 / Kenya / 2018 / Floods				S		W				S						
	A.4 / Nigeria / 2017-2018 / Conflict		W	S												S	W
	A.5 / Somalia / 2017-2018 / Drought		S	SW	SW		W	SW									
	A.7 / South Sudan / 2017-2018 / Conflict	W		S		S	W					SW	S				
	A.8 / South Sudan / 2017-2018 / Conflict			SW		S				S			W			SW	
	A.9 / South Sudan / 2018 / Conflict			SW	SW												
	A.10 / Uganda / 2017-2018 / South Sudan crisis			SW	S	SW	W	S		W							
	A.11 / Dominica / 2017-2018 / Hurricane Maria			S	S				W	W	S						W
	A.14 / Bangladesh / 2017-2018 / Rohingya crisis			W	SW		W		S								
	A.15 / Bangladesh / 2017-2018 / Rohingya crisis		W	S	S		S	W	S	W							
	A.18 / Nepal / 2016-2017 / Earthquake			S	S	S	W		S								S
	A.19 / Nepal / 2017-2018 / Floods		W	S					S	S		W					W
	A.20 / Philippines / 2015-2017 / Typhoon Haiyan			S	S	W	W			S						S	S
	A.21 / Philippines / 2016-2018 / Typhoon Haiyan		SW	S	W	S	S		S			SW					
	A.22 / Philippines / 2018 / Tropical Storm Kai-Tak			S		S										S	
	A.23 / Sri Lanka / 2010-2017 / Conflict			S								W	S	S			
	A.24 / Sri Lanka / 2017-2018 / Floods			S	S	S					S	W			W		
	A.25 / France / 2015-2016 / Europe refugee crisis			S	S		S		W								
	A.26 / Iraq / 2016-2017 / Conflict				SW				W	W							W
	A.27 / Iraq / 2017-2018 / Conflict		S			W	W							S			SW
	A.28 / Syrian Arab Republic / 2015-2017 / Conflict		S		W	W	S				S			S			
	A.29 / Syrian Arab Republic / 2017-2018 / Conflict	S		S	W	S	W			W						S	
	A.30 / Syrian Arab Republic / 2017-2018 / Conflict			SW	S		W				S		W				
	A.31 / Syrian Arab Republic / 2018 / Conflict			W	W		S	S						S	S		S
	A.32 / Turkey / 2017-2018 / Syria crisis			W	SW	S			W	W				S		W	

This table shows the results from the analysis conducted on the 27 case studies dealing with shelter and settlement programme implementation in this edition. S = the case study reported one or more project strength(s) that was/were classified in the given theme during the analysis. W = the case study reported one or more project weakness(es) that was/were classified in the given theme during the analysis. SW = the case study included both a strength(s) and a weakness(es) for the given theme.

SUMMARY TABLE OF PROJECT STRENGTHS AND WEAKNESSES BY THEME (CONTINUED)

CASE STUDY	THEMES																		
	Links with recovery / wider impacts	Livelihoods / employment opportunities	Local authority engagement	Local techniques / capacity / material	Local private sector engagement	Location and settlement planning	Market-based approaches	Monitoring and Evaluation	Occupants' satisfaction	Organizational capacity / Preparedness	Procurement and logistics	Project planning	Protection mainstreaming / risk mitigation	Security of Tenure / HLP	Social Cohesion / Resilience	Socio-Technical Assistance quality	Targeting of assistance (beneficiary selection)	Team composition / Staffing	Timeliness of the assistance
A.1 / Burundi	SW		W						S	W	SW	S	W		S	W	S	W	
A.2 / Dem. Rep. of the Congo		S		S					W						S	S			
A.3 / Kenya				W			SW		W	SW									
A.4 / Nigeria	S	SW						S	W		W	S		S		S		W	
A.5 / Somalia			S				S						W		W	W			
A.7 / South Sudan				S	S	W		S	W		W							W	
A.8 / South Sudan	S	SW		S		SW		S		W				S	W				
A.9 / South Sudan					W					S						S			
A.10 / Uganda		S		S	W	S			W	W	W			S	W	S		W	
A.11 / Dominica			S						SW							S	S		
A.14 / Bangladesh						W					SW							S	
A.15 / Bangladesh				W						SW				S	W				
A.18 / Nepal	SW	SW	S	S		W	S		W	W				S	S			S	
A.19 / Nepal							S		W										
A.20 / Philippines				W			S		W						SW	S	W	S	
A.21 / Philippines	S								W	W	W			S	SW	S			
A.22 / Philippines	S		S	W				W	SW	SW					W			S	
A.23 / Sri Lanka	S		S								W	W	S	S					
A.24 / Sri Lanka			S	S			S		W								W	S	
A.25 / France					W				SW	S							SW	S	
A.26 / Iraq				W		SW				W	S							SW	
A.27 / Iraq		S				S					SW			S	W		SW	W	
A.28 / Syrian Arab Republic	S	S		SW	W	W			W	SW	W							W	
A.29 / Syrian Arab Republic		S	W	S			S					S	S			W		W	
A.30 / Syrian Arab Republic	W		S				W				W	SW		S	S	S			
A.31 / Syrian Arab Republic	S				S		W		SW		W	S						S	
A.32 / Turkey		S	S	S	W		S		W	W		W		S	S		S	W	W