Emergency Shelter Team Annual Review 2019
1 July 2018 - 30 June 2019
Cyclone Idai dominated the Shelter Team’s humanitarian responses during the FY19 financial year, with deployments from the core team, the Promoting Safer Building research team and from the CARE Emergency Roster.

Meanwhile, Emergency Shelter Advisor, Crystal Whitaker, was providing technical guidance in support of CARE’s shelter and camp management activities in two areas of Cox’s Bazar Rohingya refugee settlement in Bangladesh, which remains the largest refugee camp in the world.

A selection of shelter programme responses are provided in this review to highlight the scope of the team’s work. We have also set out the ways that the Emergency Shelter Team can assist shelter responses around the world, whether through direct deployments or remote technical support.

The Shelter Team would like to thank all those individuals and organisations who have supported us this year for the first time or as repeat donors. In particular, we welcome the generous and flexible support of the players of the People’s Postcode Lottery who made possible a number of new activities. We are also delighted that our relationship with both Hogan Lovells and the Intercontinental Hotels Group (IHG) have continued this year. Unrestricted funding allows the team invaluable flexibility in the support we can deliver with the donations, and long-term strategic partnerships allow us to plan better for the future and to reach those in greatest need more rapidly and effectively.
What the Emergency Shelter Team can offer

CARE’s Emergency Shelter Team provides specialised capacity in emergency shelter and reconstruction. We give support to emergency responses and draw on extensive experience in humanitarian shelter, construction and project management. The team works directly with CARE offices to prepare for disasters before they happen, and to plan and implement shelter programmes after they happen through:

- deployment
- remote support
- specialist external consultants
- research

The team works in rapid- and slow-onset disaster scenarios as well as protracted crises. The range of support that can be offered by the team includes:

- assessments
- proposal and strategy writing
- programme design
- strategy development
- emergency preparedness plans
- scoping studies
- transition and exit strategies
- recruitment
- programme quality
- representation with local and global shelter organisations
- advocacy for local and global messages
- evaluations and assessments
- training for affected populations and staff

In addition to providing expert support, the team engages with CARE’s experts in other sectors and areas as well as the wider humanitarian sector to ensure that CARE’s projects are in line with current best practice. The team works with academia and the private sector to develop tools and policies that will allow continual improvement in shelter responses. We are an active member of the Global Shelter Cluster and are part of its Strategic Advisory Group.

Our principles of humanitarian shelter are:

- The affected population is the first responder and the most important stakeholder
- Shelter responses are always context specific
- Shelter programmes should be holistic and integrated
- There is a multitude of options for the delivery of shelter programmes
- A strong focus on the needs of women and girls

During FY20, the Shelter Team is fortunate to have some flexible funding available to support shelter responses to underfunded crises. If you have an idea that you would like us to consider, or for further information on any aspect of this review please contact us:

Step Haiselden / Amelia Rule / Bill Flinn
Emergency Shelter Team, CARE International UK
emergencyshelter@careinternational.org
+44 (0)20 7091 6000
The Year in Numbers

During the FY19 financial year, the Emergency Shelter Team undertook 19 separate deployments of core staff and roster members and worked a total of 653 person-days; almost 300 more than during FY18. There were multiple deployments to Bangladesh, Lebanon, Mozambique and Uganda as well as individual deployments to Malawi, Nepal, Turkey, Vanuatu and Zimbabwe.

- 12 supported active emergency responses.
- 7 contributed to coordination or learning.
- Further trips contributed to inter-agency coordination and learning with the Global Shelter Cluster and other organisations.

In addition, the team provided remote technical advice, support for proposals and projects to the following countries:

- Burkina Faso: input to the CARE Emergency Response Fund proposal for the deteriorating humanitarian situation.
- Cuba: remote support for the January tornado.
- Ecuador: remote support for the February earthquake.
- Ethiopia: remote advice to provide assistance to conflict-induced internally displaced persons.
- India: technical advice for the Cyclone Fani response strategy.
- Indonesia: technical input to the shelter recovery strategy for the earthquakes and tsunamis.
- Nepal: support for the July flooding in eastern and central areas.
- Niger: technical support for the August flood response.
- Venezuela: remote advice for the refugee crisis.
- Zimbabwe: guidance on camp coordination and camp management (CCCM); proposal development.

The total direct cost of the Shelter Team in this financial year was £282,231. This was funded in part by grant funding for particular projects (‘project funding’). The remainder was funded by CARE International UK’s unrestricted fundraising.

CARE collects data from CARE’s offices around the world on how many people have received humanitarian support each year, and in what way. In FY19, CARE (as a whole) worked in a total of 100 countries. According to CARE’s data, there were 73 projects around the world that related to shelter and housing. Two projects involved camp coordination and camp management. Around 1.6 million people received direct shelter assistance and a further 1.4 million people benefitted indirectly from those projects. 54% of the people reached were women and girls.

More information on the work of the Shelter Team, including blogs and updates, is available on the CARE Insights website here.
Responses supported during FY19

- **Vanuatu**: Ambae volcano response
- **Zimbabwe**: Cyclone Idai response
- **Lebanon**: Syrian refugee crisis
- **Turkey**: Syrian refugee crisis
- **Nepal**: 2015 Gorkha earthquake research
- **Bangladesh**: Rohingya refugee crisis
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- **Bangladesh**: Rohingya refugee crisis
- **Uganda**: South Sudanese refugee crisis
- **Malawi**: Cyclone Idai response
- **Mozambique**: Cyclone Idai response
- **Vanuatu**: Ambae volcano response
Cyclone Idai - Mozambique

Cyclone Idai made landfall close to the port city of Beira in Mozambique in mid-March 2019, causing catastrophic flooding and damage to infrastructure and crops in Mozambique, Zimbabwe and Malawi. Idai left more than 1,300 people dead, with many more missing. Within four days, Step Haiselden, CARE’s Emergency Shelter Team Leader, travelled to Maputo and onwards to Beira to support CARE Mozambique’s emergency response, with preparations underway to deploy Senior Shelter Advisor, Amelia Rule, to CARE Malawi, and the engagement of surge support from CARE’s Emergency Roster to provide shelter capacity to CARE Zimbabwe. Six weeks later, when Cyclone Kenneth made landfall on the border between Mozambique and Tanzania to the north, CARE also responded with shelter support recruited locally.

Before the end of the first month of the response, an additional team of two shelter researchers had travelled to Mozambique to conduct a real-time research assessment in Beira. This action research aimed to understand the impact of the cyclone on urban households and communities as well as the options for shelter actors seeking to support their recovery. Recommendations were made, in real time during the early stages of the response, to inform both CARE Mozambique’s shelter response strategy as well as that of the wider Shelter Cluster in Beira. The report of the research can be found here.

CARE secured funding from a number of donors for a multi-sectoral response, mainly in the rural areas of Mozambique affected by the cyclone. The work includes a significant shelter component as well as the reconstruction of school and health centre roofs.
Cyclone Idai - Malawi and Zimbabwe

Malawi and Zimbabwe did not experience the full force of Cyclone Idai in the same way as Mozambique, making the contexts of the humanitarian responses very different. The majority of the damage to housing was caused by flooding and the direct effects of heavy rains, which dissolved mud-brick houses leaving just the grass roof on the ground as evidence of the original house. The numbers affected were far smaller than in Mozambique too, so that recovery, rather than an initial emergency response, could begin immediately, leading into resilience-building.

Senior Shelter Advisor, Amelia Rule, deployed to rural, southern Malawi. Once the flood waters had receded, the displaced populations were encouraged to return to their villages rather than remaining in the spontaneous camps created in the immediate aftermath of the cyclone. CARE provided a returns package of shelter materials and non-food items as well as multi-purpose cash grants, voucher fairs for shelter materials and household items and training on build-back-safer messages.

In Zimbabwe, CARE Emergency Roster member, James Morgan, deployed in April to support the shelter response to the flooding and landslides caused by Cyclone Idai. Across the affected districts in eastern Zimbabwe, CARE estimated that more than 15,000 homes were partially or completely destroyed. CARE’s response was two-pronged: supporting the needs of the displaced populations awaiting government relocation, and meeting the longer-term needs of those who had lost their homes but did not need to be relocated. CARE also supported with camp coordination and management (CCCM) and the distribution of shelter non-food items on behalf of the International Organisation for Migration (IOM).
Developing refugee-led shelter - Bangladesh

Following the arrival of over 700,000 refugees in Bangladesh in the latter part of 2017, CARE re-opened its Cox’s Bazar office to respond to the critical needs of such a large displaced population, and to establish integrated and sustainable programming and Disaster Risk Reduction (DRR) in the host community to address some of the pressure on resources, poverty and inequalities that have been exacerbated by the influx. With support from the players of the UK People’s Postcode Lottery, Shelter Advisor, Crystal Whitaker, deployed in November to provide comprehensive support for the range of Shelter and Site Management programmes, allowing a transition to a longer-term strategy covering the next years.

CARE is funded by the International Organisation for Migration (IOM) to assist the government to manage two of the 34 camps in Cox’s Bazar district. These two camps are home to about 15,000 households (around 75,000 individuals) and are where CARE is the focal point for emergency and transitional shelter assistance. Activities have focused on constructing durable mid-term shelters and transitional shelters to withstand the monsoon season, while the need for widespread shelter upgrading is being achieved through a refugee-led process that provides more choice, greater dignity and allows more meaningful participation and ownership in the process. Simultaneously, communities are being guided in DRR measures for safer shelter and settlements, with CARE providing technical assistance and training to ensure roofs are tied down, shelter structures are firmly braced and drains are cleared, taking a joint approach with the Site Management and Gender in Emergencies teams to ensure that the refugee population and host community have the knowledge, skills and tools required to be effective first-responders for each monsoon and cyclone season.
Ambae volcano response - Vanuatu

In July, a state of emergency was declared on Ambae island, Vanuatu following the increased volcanic activity of Manoro Voui volcano at the centre of the island. This resulted in the compulsory evacuation of the entire population of Ambae and the hosting of almost 3,000 evacuees on neighbouring Maewo island, doubling its population almost overnight.

CARE Emergency Shelter Team Leader, Step Haiselden, deployed to Maewo in August to support the Vanuatu Shelter Cluster and Public Works Department with technical advice and strategic recommendations to meet the immediate, medium- and longer-term needs of the evacuees and host communities.

The emergency response ensured that everyone had at least a basic shelter within a matter of days allowing the focus to shift to the needs defined by the impending cyclone season. After periods of heavy rain, Maewo is split into discrete sections by the runoff from the high ground causing flash floods and making the road impassable. Each section of the island therefore needed to have sufficient evacuation centres to house the increased population in that area in the event of a cyclone. The existing evacuation centres were mapped and technical assessments carried out to identify vulnerabilities to high winds.

One Neighbourhood Approach - Lebanon

The fourth phase of the One Neighbourhood Approach in Tripoli, Lebanon, funded by the US Department of State’s Bureau for Population, Refugees and Migration, built on the previous phases to enhance cumulative impacts for Syrian refugees and host communities in the poorest neighbourhoods of Tripoli Lebanon. The project started in September 2015, using an area-based approach, integrating sectors in a specific geographic location. The programme goal was to increase protection and shelter conditions for the most vulnerable while building individual and community resilience and wider social cohesion.

With input from Senior Shelter Advisor, Amelia Rule, the project aimed to address multiple needs in the target neighbourhoods: protection, water, sanitation and hygiene, and shelter needs were met through housing unit and building upgrades, with protection awareness and training sessions running in parallel for the wider community. Additionally, community infrastructure was improved, impacting the whole neighbourhood. There have been many, positive, intended and unintended consequences of the interventions. People feel safer in their homes and neighbourhoods, there is an increased sense of pride in the people’s homes and surroundings, people are making more meaningful social connections and have more time for themselves and family now that housing and community upgrades have been completed.
Promoting Safer Building

The second phase of the interdisciplinary Promoting Safer Building (PSB) research project came to an end in January 2019. The project, funded by the British Academy Cities and Infrastructure Programme, explored urban self-recovery processes in the Philippines and Nepal. The report is available here. Further funding has now been secured to continue the research work through to the end of March 2021.

The team was asked to contribute a chapter to the inaugural edition of the State of Humanitarian Shelter and Settlements publication. People first: Agency, choice and empowerment to support self-recovery is available here.

In 2017, CARE Philippines won a World Habitat Award in recognition of its 2013 Typhoon Haiyan shelter self-recovery programme. The programme supported 16,000 families to reconstruct their houses and to make a number of important improvements. In March 2019, World Habitat funded a peer exchange event with CARE Philippines in Manila to share the key lessons learnt. The PSB team produced a report, Soaring High, which presents the findings from the peer exchange. It reflects on lessons learnt and the implications for supporting self-recovery in humanitarian shelter practice. The report is available here.

Promoting Safer Building was adopted as a Working Group Activity of the Global Shelter Cluster in 2017. The PSB team co-leads the working group with the French NGO CRAterre and has been working with the group to develop initial guidance, recommendations and implications for humanitarian practice for supporting self-recovery after crises.

The Working Group has advanced a number of activities over the year, including the following:

Informing Choice for Better Shelter: a protocol for developing shelter and settlement Information, Education and Communications (IEC) Resources. The protocol is available here.

The working group produced a scoping review, based on extensive primary and secondary data, to explore knowledge engagement and communication for safer reconstruction. The review complements the Informing Choice for Better Shelter Protocol and is available here.

As part of the working group, CARE contributed to the better understanding of indigenous building practice of local cultures. Shelter response profiles have been completed, or are under development, for Bangladesh, Ethiopia, Tonga, Democratic Republic of Congo. They are, or will be, available here.

Two working group workshops were held in London and two in Grenoble, with additional, facilitated sessions during Shelter Week in Geneva in October.

Families still living in the streets of Bhaktapur, Kathmandu valley in 2018, three years after the Nepal earthquake. Photo: CARE / Bill Flinn.
Plans for 2020

The concept of the **climate emergency** seems to have finally entered into the public consciousness and in financial year FY20, we can only expect the trends of recent years to continue, with further extreme and unseasonal weather events. We aim, where possible, to support CARE offices around the world with the shelter aspects of their emergency preparedness and disaster risk reduction activities as well as linking recovery to longer-term resilience in all types of humanitarian crises. Part of the Shelter Team’s global role is to make connections across different countries and responses so that lessons learnt can be documented and transferred to new contexts as appropriate.

In line with CARE UK’s focus on **climate justice** and **gender justice**, the Emergency Shelter Team will be exploring aspects of environmental protection linked to shelter programmes, perhaps through planting and afforestation programmes that mitigate some of the impact of timber harvesting and reducing plastic waste in humanitarian responses. The latter will build on a sector-wide initiative launched by the Global Shelter Cluster (GSC) last year. As a team, we will be exploring ways to improve our own environmental credentials, and we aim to contribute to the GSC plans to address the problem of asbestos in construction, which remains all too common in many countries.

January 2020 marks the ten-year anniversary of the earthquake that devastated **Haiti** so we expect renewed interest in **urban crisis** responses and some reflection on how the humanitarian sector might avoid repeating some of the mistakes made in Port-au-Prince a decade ago.

The Promoting Safer Building team will start to shift some of the focus of their research work towards looking at the impacts of shelter on **health and wellbeing**, recognising that people’s needs for shelter do not exist in isolation from other fundamental needs, of which health is just one. Areas of interest will include the way that shelter can directly influence indoor air pollution, sanitation, vector-borne disease, thermal comfort and overcrowding as well as how women and girls are often disproportionately affected. Globally, the number of people that die each year from respiratory diseases alone is in the millions, while the number that die as a result of natural disasters is in the thousands. Respiratory conditions are often exacerbated by poor shelter or housing conditions. This will certainly make for some interesting research, with projects planned in Indonesia and the South Pacific.

We hope to continue to provide significant shelter support in the Middle East and North Africa region in response to the ongoing conflict in Syria. Elsewhere, we plan to use a proportion of the team’s flexible funding to support some of the world’s **hidden crises** such as the complex and protracted situation in the Lake Chad Basin and Sahel, which is showing no signs of improvement and where humanitarian actors are reaching only a tiny fraction of those in need.

![Traditional shelter, Metuchira, Mozambique](Photo: CARE / Step Haiselden)
Photos from the Field

Distributions of non-food items and shelter materials helped refugees in Cox’s Bazar, Bangladesh to prepare for the monsoon season. This included ‘tie-down kits’ to prevent roofs from blowing off during high winds, with technical guidance and training for communities. CARE’s Shelter Team expanded emergency preparedness and response capacities of the Cox’s Bazar field office. Photo: CARE / Asafuzzaman Captain

A mason in Omugo settlement, northern Uganda, lays mud-brick foundations for semi-durable shelters constructed for refugees from South Sudan. CARE provided training in protection-centred approaches to humanitarian shelter, mainstreaming age, gender and diversity, guidance in mud brick construction, developed MEAL tools, and conducted an end-of-project evaluation. Photo: CARE / Crystal Whitaker

Poor communal access was one of the issues addressed by the One Neighbourhood Approach in Tripoli, Lebanon. The shelter interventions have improved security of tenure within the targeted neighbourhoods by encouraging a formalisation of rental contracts with landlords and raising awareness of housing rights and issues throughout the community. Photo: CARE / Amelia Rule

Mud-brick houses in Zimbabwe were dissolved by the heavy rains associated with Cyclone Idai. CARE’s emergency shelter response aimed for an owner-driven approach to empower the affected communities, with construction workshops and sharing of communications materials to extend the project impact beyond the direct beneficiaries. Photo: CARE / James Morgan