

8th UK Shelter Forum



Hosted by RedR the 8th of October 2010, in London.

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INTRODUCTION

Toby Gould from RedR offered a warm welcome to everyone at this 8th UK Shelter Forum.

Introduction, overview and updates from Martin McCann, Chief Executive of RedR UK on the RedR shelter projects and issues professionals are facing.

- Impressive agenda.
- EMMA tool, market system approach evaluation, increasingly used.
- Are there enough shelter managers in the world?
- RedR have now withdrawn from Haiti.
- RedR are still operating in Pakistan, and were there before the floods.
- The urban context is the next challenge.
- Oxford Brookes University is developing the professionalisation of the industry, through the CENDEP Master degree.
- RedR training is now accredited through the Oxford Brookes education umbrella.
- RedR offers training in the UK and abroad in places like Darfur and Pakistan, keeping trainings current and updated for national and international professionals.
- RedR is offering the next security training from the 6-10th December.

SHELTER PROJECT UPDATES

Regional Hub - Shelter Centre, Tom Corsellis

Update on the Shelter Meeting of May 2010.

- The aim: Moving across cluster more holistically.
- The next Shelter Meeting 2nd and 3rd of December 2010 in the Palais des Nations in Geneva hosted by UN/OCHA.
- Shelter Partners: developing the engagement with the private sector by getting the engineering consultants and contractors in private industry engaging with the humanitarian sector. (eg. world economic forum, Aid and Trade, etc)

Updates for the Shelter Community from Shelter Centre's project:

- Shelter After Disaster guideline to be ready by the next Shelter Meeting in December.
- Guideline on Clusters with practical tips, with IOM, in process.
- Transitional shelter guideline with IOM, in process.
- Transitional Urban Assistance Guideline with NRC, in process.
- Regional Technical Workshops, in process.
- Final version of Shelter Centre website is on its way to provide a knowledge area where people can discuss updates, access them using interactive maps as well as navigate, with guidelines, knowledge areas and global events.

Shelter Project 2009, Joe Ashmore

- Shelter Project 2008 was a compilation of 60 different projects up to 2009.
- Intended to become an annual project with Shelter Project 2010, Shelter Project 2011 etc.
- What would people like to see included in this publication? (question asked to the attendees: Would people want to have a very thick book with all shelter projects or

would it be a summary of the more successful projects? What would you like to see in 2010?)

- Shelter Project 2010, currently not finalised but due out shortly.

CENDEP, David Sanderson & Bill Flinn

- Shelter Conference was held in September with discussion centred on improving learning and training of shelter professionals, the reports and podcasts will be available on the CENDEP website shortly.
- CENDEP is guest editing the Shelter and Construction after Disaster journal for Earthscan. Deadline for submission of papers is December.
- CENDEP has been training and mentoring new young professionals within the sector, alongside Save the Children and Care International.
- Intending to use the model from Save the Children to try to integrate students into the shelter sector through practical and academic study. It would be UK based with supervised placements in the field.

Shelter Activity in Haiti and Pakistan, DEC, Annie Devonport.

Pakistan (Phase 1):

- 11% of funds raised spent directly on Shelter in the first 6 months of response to Pakistan. Consisting of:
 - 28,750 Tarpaulins
 - 5,317 Tents
 - 148 T-Shelters
 - 1no. semi-permanent shelter (for demonstration)
 - 125 houses

Haiti (Phase 2.1) August 2010 – July 2011:

- 8 (out of 13) agencies were engaged in shelter activities
- 87% of funds will be spent by the end of the first 18 months
- £103 million total DEC funds
- Only 11% of planned expenditure is expected to be spent on shelter (£4 million)

DEC call for studies to be undertaken for urban disasters and their potential for improvements in response. Annie proposes a discussion group topic for today on: *Ideas for Terms of Reference for this study.*

HAITI 9 MONTHS ON:

Housing the Homeless in Haiti, Christian Aid, Neil Garvie

- The importance of regeneration of the home in disaster situation. As humans we desire shelter, privacy and dignity. Housing intervention, should be culturally recognisable as being from the community, but is often 'easier said than done'. Shelter needs to be able to sustain livelihoods: 'Home is where the heart is'.
- A key ingredient to reconstruction for Christian Aid is identifying partners to work with such as Habitat for Humanity.
- Partnerships have been developed in the Haiti response with the church, civil societies, and encompassed the common values of enabling people centred solutions and working with local staff.
- Too often civil society is assumed to be incapable of participation, but it is generally not the case.

- £11 million funding income for the Haiti response.
- Local staff from Christian Aid were severely affected by the earthquake, the office was destroyed and all lost friends, partners and family.
- Christian Aid's plan for the crisis was distribution of cash grants, food and NFIs. However due to cramped living conditions and damaged buildings, host family remittances were stopped. Hence Christian Aid was compelled to provide shelter.

Question:

What construction skills and options people have when building houses?

The families build partnerships with local builders or trained carpenters. These are rudimentary structures to help cope with disasters such as earthquake and hurricane.

Are you providing one shelter per family?

Christian Aid provides adaptable support depending on need or size of family. They try to identify the most vulnerable.

Have you been working in Port au Prince?

Yes we have but for Transitional Shelter and reconstruction we have been for now focusing on outlying areas of the capital.

Commercial Partnering to Improve Programme Strategy and Delivery – Ian Pearce, Habitat for Humanity and Victoria Bachelor, Arup.

The partnership between Arup and Habitat for Humanity was established in 2005, working on projects in Sri Lanka, India, Pakistan and Bangladesh. Programme activities include writing training manuals and undertaking Aspire Assessments. They have worked on a project by project basis. This relationship has now been formalised into a framework agreement for the next 5 years. Thus enabling Arup to respond to individual requests more quickly.

Arup provides:

- Strategic Advice;
- Technical Assistance;
- Evaluation of projects using the Aspire Tool; and
- Learning and dissemination.

Pathways to a permanence approach:

- Arup do not advocate a 'one solution fits all approaches';
- The concept of a Transitional Shelter can move easily from a temporary structure to permanent;
- By developing a 'core house' that can be adapted and extended and when circumstances and finances can be secured; and
- Habitat for Humanity sees humanitarian response and development as part as one continuum.

Pre-earthquake set up for Haiti included many challenges:

- Land rights were a big issue;
- Habitat for Humanity were involved in pre-earthquake disaster, continuous construction training and disaster risk reduction training (most of these training are ongoing in Haiti at the moment; and

- Micro enterprise training to help develop societies.

Partnership in disaster response - our experiences in Haiti:

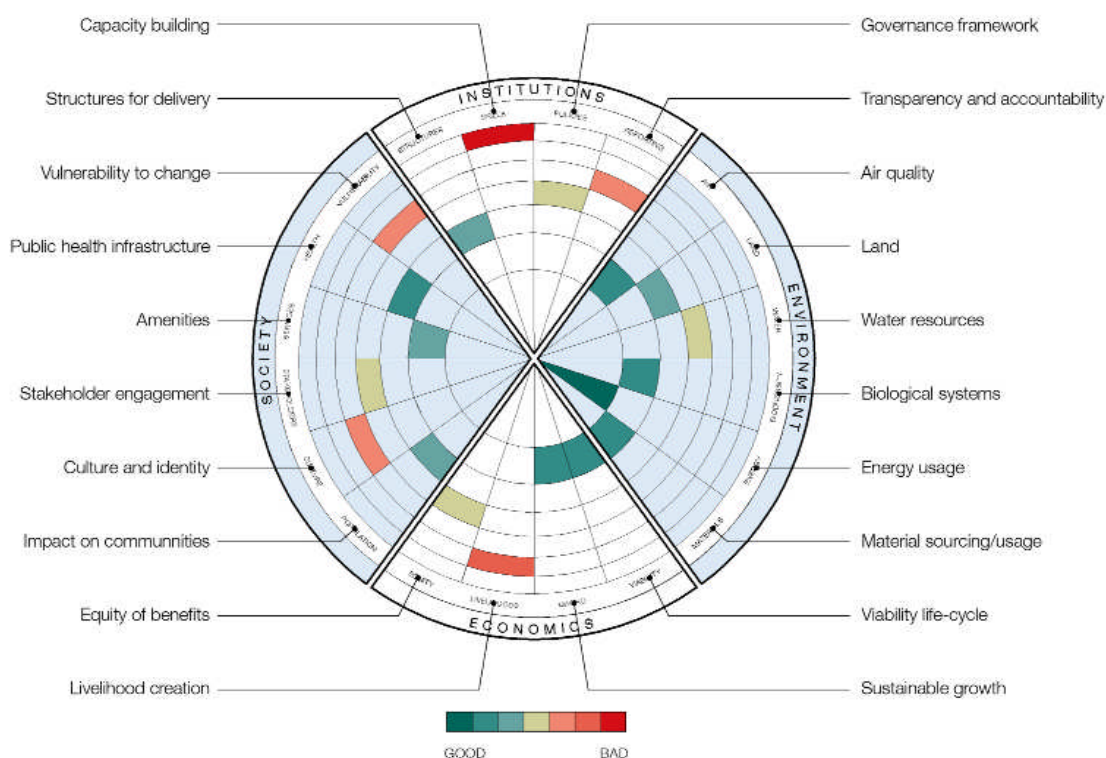
- The particular challenge is people resourcing, security, long term programme of 4-5 years, and necessary infrastructure.
- Organisational milestones include: arrival of a personnel manager demonstrating a level of commitment with technical expertise. Haitian staff recruited in NYC (diaspora), with desire to return to their country and participate in the reconstruction. A valuable resource alongside other locals. Develop strong foundation in the partnership and through the project programme.

The idea is to develop projects specific to the needs to a community and a livelihood. Habitat for Humanity is developing a concept of understanding where communities are going to be in 5 to 6 years time. To inform the Technical Working Groups (TWIG) Arup developed a package to help choose the best option for response.

Technical expertise offered by Arup include:

- Comments on drawings;
- Advice on Codes;
- Seismic and hurricane resistance design for both Transitional Shelter and core homes;
- Research on other Transitional Shelter precedents;
- How to select best structural systems; and
- Supplies site appraisal toolkits.

ASPIRE is an evaluation and assessment tool developed by Arup which was used in the Philippines and other countries in the post-tsunami response. It assesses the quality of the house but also the impact of the house, in terms of people, planet, economic and institutional factors including:



This diagram looks at the balance between the people and the house in the evaluation process. This is a general framework for the built environment that serves as a reminder of different items that should be considered in all initial assessments.

In Haiti Habitat for Humanity have been operating for 26 years.

Aspire :Bercy project

- Two community workshops were held, discussing mapping, livelihoods analysis, people assets, using PRA;
- Livelihoods analysis, and mapping was undertaken; and
- Interviews also held at 20 houses (for 1h at a time).

Results from the assessments were presented back to staff in Port au Prince and held significant learning outcomes for all involved. Establishing partnerships was the first step through different consultation, even though they showed to be difficult to maintain and manage. Feedback was delivered to local staff which allowed them to understand how they were going to be assessed for the implementation of their project. Other projects assessed with Aspire included Kindergarten in Ghana.

Learning and dissemination:

Staffing in Haiti is a problem, due to the nature of people coming and going. It is essential for knowledge to be contained and accessible for all. Habitat for Humanity advocates the transfer of knowledge is essential and they are currently disseminating information with the assistance of Arup delivering guidance notes on transitional shelter precedent research and site appraisal guidance. See handout: Wind Loading for the Design of Permanent Housing 003 and Transitional Shelter 005.

Questions:

How private partnership worked out in practice?

Habitat for Humanity values their partnership with Arup. They found that it allowed them to build on time, in budget and to high level of quality.

How do you foresee working with the commercial sector: disseminating knowledge and inherent property rights? Are Arup allowed to be part of the cluster system through Habitat for Humanity?

On the legal side of things Habitat for Humanity have a commitment to impart knowledge through aforementioned handouts and technical guidance notes. It is part of the philosophy of Arup to share information, but they want to control the information share in order to stop inappropriate duplication of project designs into the wrong environment.

Does the information confirm that a technical engineer is required? Kate emphasised the fact that engineers have the technical/numerical/drawing skills but that they don't always understand the evaluation process and consultation part of developing a project.

Research context needs to be established first by others, and then get the technical advice in at the right time. Earthquakes, although unpredictable, will happen again at some point in the future. The guidance notes allow teams to hit the ground running.

What are the other guidance notes?

Seismic reports for both transitional and permanent housing, plus advice/results on foundations and concrete cube testing.

Are they also available in other languages?

No not currently, this also applies to Aspire, but see this as the next important step for further development of these tools.

Where is Haiti on Public Building Codes? Is it disseminated from the Government or Cluster?

The Ministry of Public Works is amending information for release later this year and will include information on earthquake response for informal sector use, plus repair guidelines.

Legal Rights: Housing Land and Property Rights, and Urbanisation

Kate Crawford, CARE International

Announcement: Conference for 'A Vision for Housing in Europe and Central Asia' to be held in Budapest, Hungary on 4-6th April 2011(leaflets at the back)

- Urban areas in Haiti were the worst hit, focus on Carrefour, Port Au Prince;
- Teams working in the area found it difficult to prepare – understanding the history of urbanism in the area relied heavily on anecdotes from local population;
- Historical analysis; 80's Government invited supporters into city to create a political stronghold. At first these people 'squatted' on land but over time this was seen to be legalised as people felt more secure (no fear of being evicted);
- In the aftermath of the earthquake lots of people have laid claim to land (legally and illegally) thus displacing local population;
- An example of this given – article in the Washington Post Government official using his influence to try to elevate the price of his own lands; and
- A lot of influence of the military very influenced by the UN structural issues.

Strategic Questions:

- Who do you help?
- Where do you help?
- How do you help?

Responses in urban environments complex situations:

- A neighbourhood response is complex and will cover a variety of needs;
- Urban livelihoods such as small scale landlords need to be considered;
- Buildings mainly poor quality reinforced concrete because of hurricanes also threat of eviction;
- Shelter model changed to flat roofs in urban areas, how are transitional shelters relevant in a vertical city? – where will the families above go?
- Table on security LEGAL – LEGITIMATE – PRECARIOUS

Case Study – Care's Transitional Shelter in Urban Port au Prince

- Actually quite successful – however down to some luck;
- People were already living single story, shelters fitted onto existing slabs of damaged buildings, no one claimed the land; and
- Livelihoods resumed around shelters.

There were not many organisations delivering transitional shelter in the city, many 'went rural' because it was an easier environment to operate in.

Repair, Retrofit or Reconstruct

- Defining transitional – how much you spend, what materials are important?
- Repair = status they were before – not good;
- Retrofit = repair and improve to withstand future earthquakes – much better option;
- Repair guidelines were created – Canadian seismic agency/World Bank/Public Works Department in Haiti;
- Structural Damage Assessments were done with coloured tags;
- Less technical information to a wider audience needed and training for repairs/retrofit; and
- The role of engineers is limited – quality vs. reality assessment table.

Conclusions: Who/Where/How?

- Transitional Shelter kit narrows who you can help/where you can work; and
- For the timber frame designs shelter the problems encountered were that there was very little timber and no hurricane strapping available Haiti.

Questions:

Sharing information how is that done and accomplished. What is the best way of doing it?

Care has good information but not much analysis of the information.

The project management is generally the missing link in this response context.

Specialisations can sometimes be hindering eg. a lawyer was heading the legal issues around housing land and property issues. Feet/inches were used instead of millimetres because of the building materials being imported from the USA and that turned out to be a real problem. How do we plan, joining things up in master planning? We cannot be months late still looking at how to design Transitional Shelters.

Documents being stolen from government offices how to deal with land rights?

Resolution at the local level is best – involving government sometimes not a good idea

Final Notes:

- Emergency situation and dealing with host families.
- In urban environment – the host family option is extremely important - the British Red Cross response and analysis was widely used.
- Repairs were a big issues no NGO wanted to take responsibility for it, and so the government was left with that responsibility.

Market assessment - Plastic sheeting, Joseph Ashmore, Shelter Project

Quality

- Looking at the quality of the material distributed in Haiti, some of the tarpaulins did not support the UV sun of Port au Prince.
- The production of a type of tarps, which is woven, reduces the quality and the cost of the material.
- There are some existing plastic sheeting standard production.
- In which circumstances can we use lower quality plastic sheeting? Where and when should the quality of the plastic sheeting be addressed?

Quantity

- In Pakistan 1.9 million houses were destroyed, are we going to hand out 1.9 million tarps? The scale of need is enormous.

- Can the global market support another disaster? Are there enough plastic suppliers for emergencies?
- Are there specific productions of tarps after a disaster?

Market: Value of plastic sheeting vs. tents.

- What was the Emergency Shelter cluster responsibility and what evaluation they gave in terms of distribution of tents vs. tarps?
- What was the value of tarpaulins in Port au Prince including the cost of transportation? The cost of airfreight is very high compare to shipping although it takes more time to arrive, when not stored in country.
- Using market resells as an indicator: What was the most affective material to distribute in Haiti, tents or plastic sheeting?
- The resell cost and number of tents was very low in Haiti, but many were reselling plastic sheeting. Was it because there was a market for selling tarps and not tents therefore a need for tarps?
- Should we continue to distribute plastic sheeting because it seems to be more valued than tents, or should we give them \$20 (the market cost of plastic sheeting in Port au Prince is \$20).

What are the challenges and how do we address the gap in tarpaulin supply?

- The challenges of getting materials on site when there is no production in country? It can take weeks for tarps to get somewhere and be distributed.
- Question for donors: if we are shipping a number of plastic sheets and tents how do you address the immediate need issue when you have no production or very little done in country, eg. Pakistan.

Discussion around the value of plastic sheeting:

Should we push for certain standards for the use and distribution of plastic sheeting?

In Haiti it took weeks for the plastic sheeting to arrive and to be distributed, the stocks of plastic sheeting available, ready to be disposed and distributed after a disaster was no sufficient. It takes time to get the supply chain of mass production of tarps available for distribution. Are we as humanitarian creating the market for plastic sheeting?

The impact of the floods on access and availability of bamboo and timber, Rick Bauer, Oxfam.

How can the humanitarian community work to support local markets?

A list of 12 materials elected by IOM were to be assessed after the Pakistan flooding. Oxfam worked with local communities looking at the impact of the floods on the local market and picked 4 materials out of the 12 to develop an analysis of a rapid market assessment. Using the EMMA tool, Oxfam market analysis focused on bamboo, timber, wheat and flour.

The purpose was to understand the relation between market systems versus commodities as well as looking at the range of response options. This assessment was not led as a survey but as an analysis of the market infrastructures, limitations and needs.

Limitations

- The EMMA assessment tool tends to be a 'quick and dirty approach'. Oxfam started to train volunteers from local NGOs (training came out to be an important thing to continue doing as a lot of volunteers had no idea of how markets work)
- EMMA is generalist focused. Oxfam analysed the economical impact of the materials on the construction and the food industry supply.

Tools

- Seasonal calendar is essential to understand when doing a market assessment (there is a lot of land that will still be flooded during the harvest period and seasonal crops are being destroyed).
- Market maps can help to understand how to fill gaps in the market and enable a better supply.

Market System

- 3 types of bamboo in Pakistan (mainly used for papers production and the rest goes for scaffolding)
- Timber poles (used for light weight construction)
- Sawu timber

Discussion

The demand for plastic sheeting, tents and Transitional Shelter is driven by the humanitarian community and not by the beneficiaries. Beneficiaries want masonry houses. The capacity for providing this aid to the local markets is limited; there is not enough capacity. Construction materials are not a normal market material especially after a disaster when the need for construction material is so high, if you compare that to wheat where the need is fairly constant. When you have 1.9 million houses to rebuild how do you find these supplies?

Key findings :

- Price rise was moderate, but will increase (prices always rise after disasters but that is mainly due to speculations).
- Restricted availability of materials due to limited production and seasonality. The big block was not about the production but about the capacity. The sawmills around are small and don't have the capacity to produce in big quantities.
- Adequate supply to meet confirmed capacity for 3-4 month to Sindh.

The NGO are not meeting the demands. Rick emphasised on the fact that in Haiti the needs in the first 4 months were met, the numbers of distribution for the first 4 months set up were met, but agrees that in terms of Transitional Shelter things are different.

Recommendations

- short term provincial requisition for the next few months in terms of emergency;
- medium term external requisition;
- reduce timber use for wall framing;
- prepare for the increase of masonry demand; and
- advocate for safe use of vernacular construction facilitating and training local constructions.

Discussion was led around the value of the EMMA tool and looking at different context it is used in, looking at construction and at how housing is produced. Understanding the construction market, of who produce the materials and who builds is essential.

An ethical and morals issues debate started on the use of timber in the construction industry that contributes to the deforestation. In the case of Pakistan the timber industry is controlled by the Taliban and child labour is often common.

Group Discussion Topics:

Chaired by Annie Devonport, DEC:

A study on 'Urban Disaster Response' as a terms of reference, to include a framework for political/social/economic and technical response.

- Purpose for the study – a report to evaluate the response by agencies with DEC funds, focus should be on learning rather than accountability.
- Desk study from information gathered by member groups
- Scope; Port Au Prince
- Ideas from Arup; Are we helping the right people? How are we assisting them? With what quality? Are we creating Partnerships?
- Creating a wish list – What we hoped to do? Tools information that would have been helpful – at what time? Attitude to participation
- Lots of restraints around the report – time/budget
-

Chaired by Kate Crawford, Care International:

How do we negotiate doing nothing? How do you find out what you should be doing? What is a good solution?

How do reconcile the problem of getting organisation to do what they want, what they are specialised to do and not what is needed. How perfect do you build?

- Pre-assessment and understand priori situation;
- Training of locals to be the specialised group to respond first;
- Capitalising on peoples priorities, and responding to the most important needs;
- Getting good partnerships and maintain partnerships on the long term;
- Promote vernacular construction

- Letting organisation do what they are specialised to do, focus on specialities;
- Building safe zones for evacuation; and
- Creating safe zones for evacuations where destruction will not affect the area.

Chaired by John Leach, Shelter Box and Toby Gould, RedR:

Are there enough shelter managers?

Answer - It depends....

The group began by defining the roles/skills involved within the process of providing shelter (in no particular order):

- Design – architectural/structural
- Construction management
- Town planning (spatial)
- Managing people
- Procurement
- Logistics
- Quantity surveyor – bill of quantities, and a separate role of breaking this down to defining exact amounts of material for order
- Generalist
- Project planner

Is a better question: Are there enough shelter practitioners?

It was felt that the term manager was better replaced with '*coordinator*'

Problems with shelter projects tend to stem from the fact that many are lead/coordinated by staff that are not adequately trained to do the task, or have not got any one of the required skillsets as listed above. Some experience within the construction industry was felt to be an advantage.

Therefore it seems the roles within this sector will need clearer definition, in order to identify what further training any available staff will require before being sent into the field.

Job descriptions would benefit each role within a team serving a shelter project, and could be matched to different charities requirements.

Should the Cluster/NGO's and other agencies also inform this process of identifying competencies within Shelter?

The point was made that a medical team would not be sent to operate without the bare necessities of a team comprising of a surgeon, anaesthetist, and at least two nurses. Why would shelter be any different?

The discussion concluded with Toby Gould suggesting that RedR may be willing to undertake an investigation into competencies, with the support of interns (perhaps from CENDEP).

UK Shelter Forum Outcomes

- Private and NGO partnerships are to be further developed, in light of the successes enjoyed by the example of Habitat for Humanity and Arup International.
- Rick Bauer/Oxfam highlighted the limitations of rapid appraisal techniques, as illustrated using EMMA on his recent research on materials in Pakistan.
- Do what we can as far as we can – then disseminate information to the next NGO with further programme commitment to the area.
- RedR to look with other agencies at competencies within the shelter profession/sector.

Next Meeting: March 11th 2011, venue to be confirmed.

The day was closed with seeing there we have limitation in the sector but new projects and partnerships are happening like ARUP and Habitat for Humanity. The EMMA tool does show a few limitations, as well as Transitional Shelter responses and the timing of that. Transitional Shelter has become 'what everyone is doing', and has turned into something very blurb. Organisations should focus on what they do best. RedR closed up with proposing to develop RedR project management tools course specialised for emergency shelter.