



## UK Shelter Forum

11/12/09

Hosted by:



### Welcome and Opening Remarks

**Charlie Mason** – Emergencies Section Logistics Coordinator: Save the Children

**Gareth Owen** – Head of Emergencies Section: Save the Children

Need to be provocative in the context of shelter. Is one of the sectors that we haven't got right. Partly due to lack of investment despite its intrinsic importance. The rhetoric exists, child survival, schooling, issues are well known but relative investment is minimal compared to other sector

Reasons: Due to association with logistic expertise in field, need for a nucleus of technical expertise regarding shelter. Need for a machinery/system around policy making/advocacy.

Lack of capacity within the Humanitarian sector

Relief shelter is established but there is a lack of focus on transitional shelter- issues regarding the availability of money. Is there a lack of confidence regarding shelter – issues regarding civil/social engineers.

Need to be compelling in aims/ exists a need to press the shelter agenda with donors.

Save the Children dedicated to become systemically better at providing shelter support.

**Rick Bauer** – Oxfam

Working on developing a format for Shelter Forum

1. Updates and developments
2. Community Structures that Shelter issues relate to
3. Field Reports

## **Workshops & Conference**

### **Tom Wilcock** – Arup: Shelter PechaKucha Evening

PechaKucha Japanese for the Sound of Conversation, there is a wealth of knowledge and expertise within various contexts, academics, institutions etc. Existed a feeling that conversation between sectors/people was limited. There existed a need to develop institutional/personal relationships.

Desire to attack different problem, focus on the range of expertise within shelter-addressing a wide range of issues.

Variety of sources and variety of contexts provoked discussion.

Raised Money for Shelter

Objective to gather expertise within one room

Informal tool for encouraging people to enter sector – Focus on young fresh thinking

### **Ian Pearce** – Habitat for Humanity: Asia Pacific Housing Forum

Forum took place in Manila 450 People attended second forum, fantastic networking opportunity.

Website is the main information point for Shelter Professionals

Track on Training shelter professionals

Track on Housing Technology and Finance

Main issue of how to finance housing, a lot of finance took place for mainly renovation

Track on Housing and emergency

Track on Housing indicators

All presentations are located on the Website, range from transitional bamboo shelters in Nepal to sat san, Challenges of mainstreaming DRR in Governmental

UN present

Collaboration of agencies and relates

Next APHousing forum 2011 Bangkok

### **David Sanderson** – Oxford Brookes University: Building Relevance Workshop

One Day event funded by IFRC, produced conference report Presentations from conference can be located on website

Interviews carried out by Post-grad Architects located in the conference report

Consensus developed and a realisation that the Shelter Community is not as fragmented as thought.

Need for a more transparent and clear shelter forum

**Fran Talavera** – Engineers without Borders UK: Know how now Workshop

Organised Tech Support Services Fair in cooperation with RedR

300 people passed through

30 Shelter providing agencies invited

What Now – One day event planned for next year (November), aim to increase organisational attendance

Outputs:

ELDIS are creating a website that outlines which organisations provide information on what

EWB-Provides training for young people wishing to enter international development sector, an expanding audience from traditional engineer bias.

Training is multi-disciplinary focussing on all aspects of international development.

There exists a need to review training with respect to what organisations feel they need young entrants into the field to know.

**RedR**

Shelter Essentials Course (One Day Course) 11<sup>th</sup> February, for decision makers, programme managers generalist shelter managers etc for people who should know about shelter but don't.

Desire for RedR to reengage with shelter, Beth employed to devise plan for reintegration of RedR – Need to understand what training is out there and what they can contribute to - Desire to collaborate with other experts

Q: Is Red R solely focussed on training or is their a desire to create expertise, is their a desire among private sector for raising the profile of shelter

A: Development of a standardised training kit (base Resource) simple consistent training, exploring regional training and sustainability model

Comment: Fundamental floor, lack of generic training model during training in Sri Lanka. Need a generic module that is adaptable in the field

## **Research Grants and Donor Funding**

### **1. Enhanced Learning and Research for Humanitarian Assistance (EHLRA)**

**Kate Cresswell-Maynard** – EWB UK: Rapid Research Secondment Scheme

Manages research scheme, received grant from EHLRA – Linking Academia, Students and Humanitarian organisations

How to move scheme forward:

- Have outlined Scheme Models

Focus on PhD students, mature and 3-4 years focus – Benefit for humanitarian organisation and PhD students research

Humanitarian Organisation identifies research that seconds students from study

EWB-UK - University - Humanitarian Organisation

EWB – Prepare Students for placement,- security training, pre-departure training, vaccinations and CRB check alongside funding to and from placement

Humanitarian Organisation – Training and briefing on placement, Secondment insurance, accommodation and living costs, student inclusion, organisational Support

Universities – Secondment decision mechanism, insurance, academic and institutional support, external technical support, provide tools and equipment for research

Students – PhD level, relevant experience, pool of 5 growing to 10, varied skills and expertise

**David Sanderson** – Oxford Brookes University: Shelter Learning and Advice Service (Lizzy: CARE)

Awarded an ELRAH project, Shelter Learning and Advice

Shelter Learning and Advisory Service underdevelopment led by Bill Finn

CENDEP offers a Post Grad certificate in Shelter after Disaster (PG Cert) – Practiced based within a development context Beginning Feb 2011

CARE supported application to ELRHA, mapping what is happening in Shelter in order to share learning through documentation of experience.

Emergency Toolkit is being amended with sections on Shelter added which is being facilitated by CARE

Staff have been asked to feed into the development on PG Cert

CARE have also fed into Shelter Learning and Advisory service within Yemen

Oxford Brookes received internal funding to support a researcher 'What Works Well in Shelter after Disaster' longitudinal studies on what Shelter means focus on Durability, Habitability, Process, Usability and Appropriateness

## **2. Disasters Emergency Committee**

**Annie Devonport** – DEC: The Future of DEC Funding for Reconstruction

DEC approach to funding

- No strategic approach to response, member agencies decide upon allocation and programme design
- DEC timeframes 9 & 9 months and 80% of funds used within the first period
- For agencies, need for reconstruction

Since 2007 Appeals have increased and funding has reduced

Building projects vary

Acheh – Houses built as a result of funding being present

Bangladesh – Temporary housing built, different approaches, permanent temporary or build that allows you to reach most

Monitoring – Beneficiaries responded that they would prefer help with livelihoods would have enabled them to build homes

DEC has moved to 6 & 18 Months in order to better reflect the nature of emergencies

Wider Issues

- Is it equitable to provide brick house in one response and poles and tarpaulin in others
- Alternative solutions when funds are limited
- Coverage – Coverage vs. quality
- Comparison between agencies

## **Guidelines and Lessons Learned**

**Jo Da Silva** – Arup: Lessons from Ache

DEC commissioned Arup to review quality of housing in Ache, overall impression was good. Agencies contributed 15% to total reconstruction build

Many agencies entered field of construction with little understanding. Need the combination of expert and humanitarian knowledge.

The report focuses on how reconstruction was done not how to do it. Provides a case study of what happened in Ache

Poses question: is reconstruction the right answer, can agencies provide for this need. Was the Ache response and the entry of agencies into mass reconstruction was prompted by the money available

The work done by the report is equally transferable to transitional shelters and the need for a standardised text.

Publication Date of Report End of the Year

**Lewis Sida** – Independent: South Asia Shelter Review for Oxfam GB

Commissioned to review Oxfam response, need to develop a contextual standardised shelter programme. Case studies on what has been done over the last decade.

Oxfam has launched a Shelter response every year, need for a contextual analysis as shelter is still not viewed as a core area of response.

Country case studies conducted in Bangladesh and India. Both studies found beneficiaries highly valued emergency shelter distribution (Plastic Sheeting)

‘Dignity, Safety and Privacy’ Beneficiary response

Workshop in Delhi – Country Programmes presented work – Nepal flood response compared over two years, practice and experience improved response time as did pre-existent stock

Bangladesh- Targeting (community Based) in-depth interaction with local community – beneficiaries were complementary regarding targeted approach

Oxfam had some of the worst shelter provision post Sidr,

Oxfam target the poorest worst affected however this group lacked the resources to establish shelters with Oxfam provisions. Led to building back up of risk and vulnerability, need to buy tools take out loans. As had received shelter from Oxfam could not claim shelter provision from other agencies. Oxfam responded for providing cash, used not to build shelter but rather to repay debts.

Counter-intuitive finding. Targeting of Women not necessarily best practice, led to increase in child marriage and polygamy, need of men with construction experience

Why Bad Provision: Internal policy that forbids construction, emergency and transitional shelter not permanent. Internal debates regarding what construction is.

- Participation - valued most by communities, Oxfam shelter package offered flexibility
- DRR – A top concern
- Gender
- Livelihoods – Shelter allowed people to put money to invest in livelihoods
- Cash – Not always invested in shelter, materials/cash/technical provisions considered best
- Public health – Toilets and water provided by Oxfam
- Advocacy/ ‘non-structural’

## **Joseph Ashmore** – Independent: Shelter Projects 2010

Shelter Project 2008, - Compiles Case studies of Shelter projects will be a new edition 2009, March April 2010 publication date

Shelter Project 2009, - Focus on other approaches to Shelter, advocacy and cash, shelter in urban areas 8 new case studies with original studies

### Sphere 2010 Revision

Proposed Changes / Focussed Discussions Recommendations

Working group to discuss developments within Sphere

- 10 Workshops 2009 -150-200 Participants/ individual consultations
- Jan 2010 – Draft March 2010 – Final

### Key Changes

- Previous Sphere, Standards for Disaster Response changing to Humanitarian Standards on Disaster response – expanding from purely emergency focus
- More guidance and Vulnerability and Protection
- Key Indicators changing to Key Actions. One of the concerns of working with sphere is the distinction between standards and Indicators, how can we identify key standards and change them to key actions – Update without expanding

NFI Section, Preamble section needs to be longer

Restructuring the Entire NFI section, create an NFI package

### Suggested new Structure

Standard 1

Wash Support Items

Standard 2

Shelter Support Items

Standard 3

General Support Items

Perhaps a creation of an Independent NFI Section

## **Tom Corsellis** – Shelter Centre

Local and Regional interaction to provide response

Academic, provide a neutral space where governments can come together in a neutral platform. Interagency forum

5 years rolling programme, cross fertilisation. Set up hubs that act as an Interagency inter governmental platform, share ideas and move on. Shelter agency runs service, interacts between hubs. Plan designed on zero cost after programme period. If they don't work cease to exist, if they do governments can work together.

If the UK forum is one hub, what services can the hub provide, how do these forums interact – do not wish to impose a single forum.

Desire: One stop shop that can service all questions – need for a moderated knowledge value system.

Question: how to produce a structured knowledge management structure

Desire: some form of structure, that leads to a standardised hub system. General guidelines that allow diversity, independence within a particular structure. Need for consensus of basic level of structure/ functionality. An approach that overcomes political aspect of inter-agency collaboration.

Hub will provide a standardised filing system and seek to provide a neutral space

Desire: A need for hub to provide a voice that stakeholders will listen to. Collaboration and integration of Stakeholders. Need for government entry points and Presence

Desire: development of national platforms, regional, local and national. Lack of a space where all aspects of response can come together.

Desire: to be able to prompt a question, to get substantive questions answered. Research Resource where agencies can

Comment Global Transport Knowledge Platform – Structure where agencies, governments and actors can come together.

## **School Shelter in Emergencies**

**Deborah Haines** – Save the Children

What makes a successful response, analysing models that worked

28,000 students and teachers lost lives as a result of disaster

4000 schools destroyed

37,000 schools heavily damaged

Myanmar 2500 schools damaged / destroyed in disaster

145,000 could not enter school due to emergency

Andrew Kirkwood – Key to reintegration is normalisation of life, schooling is part of this

Key donors fail to respond to education in Emergencies

Challenge to fund Education in Emergencies – one of the successes of Myanmar

Why? Targeted education, enabled 2/3s of children to return to school through repairing schools and building new schools. Utilised local resources and collaborated with various actors local, national and

DRR programme became particularly strong and child led.

Different context different challenges, Pakistan is one example



Pakistan Greatest Challenge – Education practitioners called on to do the first assessment,

Problems: If you lack expertise, engineers Logisticians Education experts cannot be

Aceh, Community discussion enabled people to feed into requirements,

DRC, Challenges of locating school, but cost-effective, but problem of period of use

Chad, what is temporary what is permanent

Education Cluster tries to use standardised response. Problem of different tents,

Can Work but need to know to implement. Problem of establishing response if other aspects are not established eg. Teacher

Challenges

Collaboration: on all levels, assessment, installation, monitoring

Funding: need for predictable funding for all components of a programme

Guidelines: on implementation of temporary schools, role of individuals, Educators, logisticians etc. What to do and who is responsible

Reference and Awareness: To the minimum Standards for education in Emergencies

Document Lessons Learned in order to establish good practice.

**Annika Grafweg** – If Untitled Architects

Child-friendly School Infrastructure

Implementation Phase, lack of resources, administrative skill, national and local

3160, building new class rooms or rehabilitating classrooms

Model school standard

Need to address Gap in standardised response. Need to inform/empower community so they are able to assess the environment

Helps strategically plan at district, regional and national level.

Permanent schools structure helps to standardise communities –

Adjust response, planning to local standards

Adopted by UNICEF to inform assessment.

**Garry de la Pomerai** – Coalition for Global School Safety and disaster Prevention

Timings of when you commission education:

What is temporary?

Padang= short space of time 4-5 days before return to education

Pakistan= 2-3 days not applicable, temporary structures still used 3 years later

China= Relocation of City

If resources, will and motivation then it is possible to make these changes

Problem of utilising damaged, unstable buildings for education, problem of aftershocks

Accumulative affect within building structures, aftershocks will lead to further instability.

Water Penetration, lack of maintenance will become a cumulative damage, Educational agencies active.

Collaboration needs to be encouraged, implementing standards, share knowledge to lead to better standard practice

Guidance Notes on Safer School Construction

Outlines the principles of construction, need to assess, assess, assess. Is in a constant process of review.

Guidance Notes

1. General information and advocacy points
2. A series of suggested steps
3. A compilation of basic design principles

Post earthquake assessment will reveal that most need to be rebuilt not retrofitted. Indigenous materials play a role in returning to normalcy, new methods will lead to lack of maintenance.

Global Mapping: addresses all aspects of Education structures

Discussion 1

Q: Time scale to recommence education in post disaster/emergency situations

- What is the appropriate timescale
- When is the right time to recommence education
- Who is included in the decision making process

Asking for a prioritisation of shelter to ensure that the infrastructure is there so that education can recommence efficiently

Discussion 2

Q: The risk of further hazards during temporary phase prior to permanent reconstruction of safe school environments

- The assessment process – who's responsibility
- Should temporary facilities be in the same location
- What is the perception of the risk for a structure and its' environment when it is a temporary building

Want a continuity of education that will follow on from collaborative planning

Discussion 3

Q: SEAT, schools environments assessment tool – Is the tool adaptable

## **Community Contractors for School Construction in Honduras** **Shailesh Kataria** – Royal Institute for Chartered Surveyors

Commission for Disaster management: outcry, why are we not doing more

3 staff

18 Commissioner globally

160 BE professional volunteers

20 Major BE

Goal Central America 2003-8: Learning by doing

Community lead structure based in Honduras. Development indicators for indigenous group equivalent to worst of Africa

20 staff – 5 billion \$ budget

Built 750 Houses

Focus on working with Honduran Social Fund – Mixed results World Bank driven instruments

Focus on remote areas with predominately indigenous groups in inaccessible areas.

Work alongside local NGOS and communities and local trainee colleges

Engineering coordinator and social coordinators divided

FHIS funded Goal to build 4 schools with remote inaccessible communities

Old FHIS Model: Contractor, Community

Goal Model: FHIS, Goal, Community

Lead to creation of Local NGOS after exposure to the RICS system

With community input into outputs problem regarding what they community wanted built.

4<sup>th</sup> Phase where GOAL removes itself providing local NGO technical expertise who then take over.

Some Issues

- Only acting as a contractor, levels below gov meant that people treated as a business not a charitable organisation/
- Built local capacity
- Separation of engineering/social needs to change
- Elite Capture – Female participation low, establishment assumed leadership
- Social Funds usual issues
- Community contracting – Learning Curve

## **Technical Resources for School Construction**

**Bob Blakelock** - Institution of Structural Engineers

Worked in International development, India, east and west Africa

Head of Red Problem, lack of access to structural engineers, technical information exists but information time constraints means that info cannot be filtered to where it is needed.

DFID website had only 3 years of past research, but recently have updated with 25 years of research

DFID sources of programmes, Research and Country Programmes

Andhra Pradesh Education Primary Education Project – Indian states built 3000 schools after initial pilot utilising handbook

Archloo construction guides

List was never meant to be exhaustive

## **Impact of Earthquake on Brick Markets in west Sumatra**

**Rick Bauer** - Oxfam GB

An inter-agency assessment of issues in supply and demand

How can we better understand how markets function in a post disaster context

30 sept 7.6 quake

01 Oct 6.8 quake

1100 plus deaths

Why are Brick markets important

Preference – masonry housing preferred

Cost and availability of bricks

Thermal Comfort and durability

Livelihoods – local people

Lessons from Aceh and Yogyakarta, bricks preferred material, demand exceeded supply  
more bricks produced in shorter times, worse quality

Key Research Questions

What is impact of quake on market

What are three possible scenarios

Collaborating agencies – 9 called together, training sessions, looked at methodologies, trained local people for surveys

EMMA emergency market mapping analysis, consultants enter country to survey markets

Aceh provided a field trial of this tool

Questionnaires sent out to producers, distributors and consumers

Interviews for producers, distributors and households

## Findings

Cottage industries 1,800 small scale 15,000 Bricks/ Month  
53% reported significant loss  
Lack of refinancing capital

Seasonal variation in prices  
Increase 20-25% since earthquake  
Probable increase of 150%

## Brick Demand

67% lived in brick houses  
60% use re salvaged brick  
High demand for transitional shelter  
Gov compensation was inadequate \$1500  
Diversion of supply for commercial and government reconstruction

Market System Map,  
Maps how Bricks from manufacturers to consumers. Earthquake disrupted many functioning routes Brick Quality in particular was affected by this alongside Credit and Loans

## Oxfam learning points

Underestimated time that questionnaires were delivered

Agencies used findings as a lobbying tool

Oxfam attempted to use this to inform livelihoods tool. Should have focussed on producers

Used information for livelihoods team, cash survey 76% replied that they bought shelter material 32% timber, 21% \_\_\_\_\_ 16% plywood 5% brick.

## **Emergency Shelter in a Transitional Context**

**Charlie Mason – Save the Children**

Emergency/transitional context

Padang 1mill live in Tsunami Red Zone – unsuitable land clearance (schools,

130,000 houses damaged, 52,000 moderately damaged, 57,000 Lightly damaged – Groups tended to stay in vicinity of destroyed home due to location of livelihoods – some did not address shelter needs as needed to maintain livelihoods

Some areas 90% houses destroyed

SC represented 1/3 of overall response \$4 mill funding for shelter

Targeting emergency shelter and NFI kits to 30,000 households and 1,100 tool kits i

80,000 household still living without transitional shelter

Gov only partially supporting rebuild of houses

Emergency response coordinated through cluster/

Transitional Shelter response

Two year timeframe from gov with limited cash grant, students seconded to carry out assessment which was seriously flawed- questionnaires limited and impacted upon assessment

Self recovery to adequate transitional shelter standard supported through cash distribution strategy middle income country people have access to resources, 20% of people has a solution but that would not pass international standards. Cluster developed a strategy to assist self recovery. Cluster failed to address this early enough had a focus on distributing, problems of Gov informing people of certain things – houses to be built in 6 months unfeasible. Limited material distribution, each response needs different standards and monitoring

Support by training projects and tools distribution to assist households to construct adequate and safe transitional shelter, need to reach minimum standard need to design according to money provided

Tension between first phase and visible response and longer term transitional response

Child Focussed Shelter Response

Emergency and transitional shelter child focussed – Reasons, reduce exposure to environmental climatic exposure.

Circumstantial evidence that children will be sent away if shelter is not established satisfactorily, higher potential for abuse

Security of living conditions, desire for somewhere to lock possessions, Opportunities for livelihoods reduced

Psycho social recovery is facilitated by provision of shelter that is adequate for needs

Creating a safe space/ transitional structure allows people to leave unstable buildings, enabling people to rebuild houses and not having to live in

## **Quantity or Quality in Shelter Responses**

**John Adlam – DFID**

Fundamental starting points

- Standards
- Process > Disaster>impact assessment> Needs Assessment> planning>implementation Plan > Sphere / Plastic Sheeting Guide > IASC selecting NFIs for shelter
- Procedures > Donor Procedures – wants a greater emphasis on providing value for money by effective partner procurement practices Agency Standards and Procedures

Typical Response Process

Disaster

Disaster Impact Assessment

Needs Assessment

Planning Plan

Implementation

Organisations generally move to implementation skipped stages do not

Need to understand context,

How do you implement quality into sphere

How do you feed in transition into initial response, need for continuity

Problem of saturating market with short term response items

Need for Preparedness, failure to have capacity in place, Humanitarian sector is good at reacting. DFID needs to hear more from community about preparedness.

SPHERE provides a useful toolkit, i.e. utilising local capacity – 80% of work is done before arrival by local community

Retrospective analyses allow learning from past events – allows an assessment of how, why and whether the use of NFIS was a success