14th UK Shelter Forum

<div align="right">November 2014</div>

Briefing note prepared by Amelia Rule with support from Julia Philips and Nadhira Abdul Halim, and Adrian Alexandrescu. Please contact rule@careinternational.org *if you have comments on this paper.*

The UK Shelter Forum is a community of practice for individuals and organisations involved in shelter and settlement reconstruction activities supported by twice yearly meetings (Shelter Forums), a website and a LinkedIn group. The fourteenth UK Shelter Forum was hosted by the CARE International and ARUP, on the 24th November 2014. It was attended by approximately 50 participants from humanitarian and development organisations, academia and the private sector. There were multiple themes to the Forum, with parallel sessions running to achieve more depth in different areas. The focus of the 14th UK Shelter Forum was **'Learning from Practice'**, concentrating on capturing lessons from recent disasters, namely from **Philippines (Haiyan) South Asia Floods,** and **Forgotten African Crises.** There were also additional presentations around 'Accelerated housing recovery', 'Needs for future research' and a BHSF book launch – Still Standing? A special session on Day 2 looked at the response to the Syrian crisis and reconstruction plans for Gaza following the 2014 bombardment. This document is intended to capture discussions from the UK Shelter Forum in a concise format for dissemination. For more details please visit www.shelterforum.info

Updates
- Inter Action: Forum 2015, and 2014 Forum with USAID Under one Roof 2014 article
- Shelter Forum Australia: Final Report 2014
- India Shelter in Emergencies Forum
- Global Shelter Cluster - Miguel Urquia

India Shelter in Emergencies Forum
Hosted by CARE and SEEDS India, The India Shelter Forum reviewed the approach to flooding response in Jammu and Kashmir. Due to the impossibility to implement a "normal" shelter response, the group agreed 10 non-negotiable points for shelter reconstruction.

Global Shelter Cluster - Miguel Urquia
There are currently 24 clusters/cluster-like organisations in the world. The main 5 at the moment are Philippines, CAR, Sudan, Iraq and Syria.www.sheltercluster.org - sign up to Global Updates - you will receive updates every 2 months or so. Twitter -@sheltercluster

Short presentations
These presentations set the scene for the day, drawing out issues that continued to be discussed in the afternoon 'Learning from Practice' sessions.

• Susanne Sargent, BGS*	Role of Science in DRR
• Fiona Kelling, Independent	NRC's Baghdad shelter programme
• Amelia Rule, Independent	Triggers and Barriers to Safer Construction
• Jamie Richardson, CRS	Update on Shelter in Ukraine
• Tom Newby & ISG, CARE Int.	Safety in construction

*British Geological Survey

Role of Science in DRR

Susanne works at the interface between science and decision making for DRR and resilience building. She presented the issues of accessing and using scientific data to support activities that can increase Resilience to Natural Hazards. There is a lot of information that can be accessed on seismic resilience and risk and this knowledge base is used more effectively when scientists and other groups work together such as 'Earthquakes without Frontiers' and 'Streva' (Strengthening Resilience in Volcanic Regions).

Contact information: Susanne Sargeant on slsa@bgs.ac.uk, *British Geological Survey Edinburgh*

Lessons from Baghdad: NRC document:

NRC's Baghdad programme is used as a case study to demonstrate key lessons about positioning, analysis, strategy and implementation. The Lessons Learnt document challenges the role and current approaches of humanitarian agencies working in urban settings to increase consideration of how humanitarian agencies can best address the complexity of urban crises. It seeks to adapt existing methodologies and push existing boundaries. It is structured into Chapters, presented as "how-to" guidance. The web of institutionalisation developed by UCL is used as an analytical tool to show relationships between different actors. The relationships that UN-HABITAT had built up over the past 10+ years provided the groundwork for building relationships and partnerships for NRC. Relationships are very important in linking the high-level policy with the community-level implementation. NRC is currently developing a series of short case studies on lessons in shelter, working with animators to make information more accessible.

Lessons from Bagdad - Report
Lessons from Bagdad Video

Triggers and Barriers to Safer Construction

Amelia Rule presented the initial findings from a field research in the South East of Haiti, investigating the triggers and barriers to the adoption of safer construction methods. The report (due in 2015) presents the finding of one month's study into the reasons behind disaster-affected communities' ability or inability and motivations to upgrade transitional shelters or improve existing housing. It discusses the role of the humanitarian actors in these processes. Using Medair's OFDA and Swiss Solidarity-funded projects in the southeast as concrete examples, the report explores how the findings can inform humanitarian shelter and reconstruction interventions in the future. The questions we need to be asking ourselves as humanitarians and donors are: What are our motivations? Can we really manufacture triggers to motivate people to upgrade their shelters? Can we influence change? How can we best prepare for change?

Contact Amelia Rule at amelia.rule@gmail.com *or Mark Wooding* mark.wooding@medair.org *for more information.*

Update on Shelter in Ukraine

Jamie Richardson (CRS) presented the Shelter programme in Ukraine. Pro-West parliamentary elections caused friction meaning the government has removed funding for lots of things such as pensions. There are 40,000+ IDPs in this on-going conflict. Through CRS's partner, Caritas Ukraine, they are providing support in the West and East of Ukraine for IDP and conflict affected households through; cash payments for rental subsidy, winterisation, for winter NFIs and a windows repair program. The big question remains where to go in the future, recovery or reconstruction, and what does it look like? A lot of reconstruction is communal resulting in complicated tenure, some groups are permanently displaced. Access is also a big issue. Reflecting on the Balkans response, tripartite agreements might have to be the solution here as well. *Contact:* jamie.richardson@crs.org

Safety in construction

Tom Newby: Health and Safety in post-disaster construction: are we taking enough responsibility? There is such a huge contrast between construction in a Western context and in other parts of the world, especially in the context of on-site safety measures. Tom questions what are the consequences of accidents in places with no insurance? Shelter actors need to realise that when we help people build for themselves we are transferring risk from ourselves to the beneficiaries. However, there are ways of mitigating the risk, solutions range from the simple (e.g. giving people

gloves) to the more complicated such as dealing with the widespread use of asbestos (changing behaviours). How do we link higher-level safety policies and insurance with the practical limitations of programming? CARE and ISG would like to start a conversation about these issues; by presenting the steps taken in the CARE Philippines project Tom showed that we can easy steps to start implementing safer self-build practices, making a difference to the safety of our beneficiaries. *Contact:* newby@careinternational.org

Gordon Browne – CEM Online training
Gordon Browne presented the online construction courses he is involved with developing at The College of Estate Management which offers Master's course in subjects such as Construction management and RICS professional modules. The online courses aim to raise the bar in terms of how we train. Online courses using videos (ref. NRC) can be interactive and more interesting; training can replace residential week long courses so training can fit into people's lives more easily. Assessment is through self-assessment questions or quizzes. It will not replace the benefits of face-face learning but it is more affordable financially, and can be a more convenient alternative that can complement conferences and workshops.
Contact: Gordon Browne *Information:* The College of Estate Management - Programmes

Learning from Practice

A: Philippines

New Tools
QSAND (Quantifying Sustainability in the Aftermath of Natural Disasters): A self-assessment tool to promote sustainable approaches to relief, recovery and reconstruction after a natural disaster. The driving force behind the development of QSAND tool and key funder is the International Federation of the Red Cross and Red Crescent Societies (IFRC). The tool has been developed in collaboration with BRE Global, with co-funding provided by the BRE Trust. BRE focuses on improving areas of the Built Environment and its processes through research and innovation.
Find out more here: QSAND

CARE Philippines
Self-recovery and Stronger Buildings: Promoting safer building at scale in a self-recovery programme – some post-evaluation thoughts.

CARE presented their shelter response where they worked through local partners in the Philippines working towards "increasing the most vulnerable affected household's capacity to build back safer shelters''. Phase 1, 3 months: Emergency shelter & NFIs for 15,000 households. And Phase 2, 3-12 months: Self-recovery shelter support for 15,000 vulnerable households. The project presented a way of reaching improved building at scale using roving teams of skilled labourers, community cooperation, cash for materials and technical support for construction. The communities were less interested in Emergency Shelter than more long-term durable solutions, permanent construction starting straight after the storm (See Image). Promoting safer building measures was therefore an important element and was implemented through communication messaging, and trainings, the effect of which was seen in the outcomes in housing improvements. The lessons learnt included;

- The strength of working with local partners
- Need to pay more attention to vulnerable people without family networks,
- Realising that not all houses can be visited to ensure quality across the board.
- That participation in the roving teams and other participatory activities changes between urban and rural.
- Combining shelter with livelihood programming is well received, more effective than the individual programming

The full report will be disseminated in early 2015. For Information email Newby@careinternational.org

Cordaid Philippines
Resilient Community Projects: Cordon and Guiuan, Eastern Samar

Jan-Willem Wegdam presented Cordaid's Philippines projects which took on a bottom-up approach on humanitarian intervention, building resilience to achieve tailored, quick and durable construction. The project responded to the results of community consultation - asking the public what they want, not imposing ideas but providing aid that identifies the problem as a means of mitigating strategy. In response to the buffer zone Cordaid provided direct funding as compensation for those that were being moved, collaborating with municipalities and government to provide relocation. Cordaid married scientific and local knowledge in response by bringing in GIS specialists from UN Habitat who explained and communicated maps of the settlements so people could understand their context.
For more information contact Jan-Willem Wegdam at Cordaid.

B: South Asia Floods

Tents in Cold Climates
Presentation by Daniel Ledesma and Vincent Virgo (SRU)

Shelter Research Unit with the Red Cross and Red Crescent Societies, SRU has been involved in a study looking at the development and testing, of winterised tents and shelter kits using the Turkish Red Crescent (Türk Kızılayı) tents distributed from Ankara and tents distributed in Mongolia.

Turkish Red Crescent (Türk Kızılayı): In February 2014 SRU and TRC developed different tent shapes in Ankara, looking at temperature, humidity, and the insulation of different fabrics. SRU compared standard IFRC tent with the Kizilayi tent and tested both with the addition of winterisation kit. They found that the heat stayed at the top of the tent area. Proposed improvements included: reduce tent volume - less space to heat, improve structural bracing, and to increase the insulated area within the tent. They developed an insulated inner tent that can work inside another tent or inside a damaged building, investigated using more PVC, or multi-layered fabric for the floor, and areflective layer (aluminium) to reflect heat inside. Different configurations of flaps/windows also determined interior airflows.

Mongolia (Ulanbataar): The winterized tent testing used an infrared camera to understand how the winterised shelter kit was functioning. Findings showed that the majority of energy was lost through the ground sheet. SRU tested various tent types involved taking inspiration from the vernacular – looking at reinterpretation of the yurt system. With the addition of the Shelter kit to a tent, the group asked questions about fuel reductions and air infiltration.

For more information contact Cecilia Braedt at the SRU - cecilia.braedt@croix-rouge.lu.

Improved Shelters for Responding to Floods in Pakistan
Phase 1: Study to Develop a Research Methodology
Presentation from IOM and ARUP, Ammarah Mubarak and Hayley Gryc

This study brings together existing information on flood resilient shelters used in Pakistan in order to identify some key criteria that shelter actors and governments can use to inform and assess the design of flood-resilient housing – specifically in southern Pakistan. There are 4 outputs to date, including a mapping of the shelter response 2010-2012, reliable criteria and indicators for assessing shelter designs and a proposal for a second research phase. Phase two will offer a framework within which to assess shelters constructed in southern Pakistan, resulting in an evidence-based construction guide.

The study looks to develop a shelter toolkit based on rigorous research, focussing on quality, durability, time-frame and effect on the local environment. After testing different typologies it was clear that there is no one clear solution. Security and privacy appeared as important non-technical

important factors in the shelter designs. The next phase will be aimed at local builders as well as policy makers, with an emphasis on communication methods. IOM's paper 'Investing in Listening, IOM's experience with humanitarian feedback mechanisms in Sindh Province, Pakistan' covers this aspect of the project. The main themes discussed in this session were, what are the methods of disseminating this type of research efficiently and widely, and how can we draw out best practice form these types of in-depth studies.

The full shelter report 'Improved Shelters for Responding to Floods in Pakistan' can be downloaded from http://www.iom.int/cms/shelter

Forgotten African Crises

CARE: Mozambique ECB
Gabriel Fernandez Del Pino, Emergency Shelter Advisor, CARE International UK

Gabriel presented the preparedness work that the Emergency Shelter team at CARE has been implementing in Mozambique. About 3 years ago, Emergency Capacity Building shelter training launched in Indonesia (see the ECB website for detailed info), in June 2014 CARE ran a pilot in Mozambique in collaboration with the Cluster Coordinator (this may be the only country with a Cluster coordinating in the preparedness phase). Recently the DFID funding COSACA Consortium (Save, OXFAM, Concern Worldwide &CARE) implemented 4 additional deliveries of the training with support from CARE. In countries such as Mozambique that suffers from seasonal flooding preparedness is an essential area of on-going activities.
ECB resources: ECB Project - Training Resources

UNHCR: Africa: Clusters and response plans
Despite great humanitarian concern the 5 most underfunded response plans of 2014 were for African countries, Libya, Nigeria, Republic of the Congo, Gambia and Djibouti. As there is little funding available from donors there are limited activities and interest from partner agencies. The contexts are usually difficult to operate within and programmes can be difficult to staff with the correct human resource needs. There is an on-going discussion about chronic poverty versus the humanitarian need. The questions under discussion were: What could be done by the cluster to encourage greater involvement in these emergencies? What is the role of donors and NGO's to increase the profile of these disasters? Key problems: Limited funding, lack of actors, lack of capacity of action, security (for staff), donor priorities, context of chronic poverty.

Actions:
- Cluster to raise awareness of the programme need.
- Attract other agencies to collaborate in partnership with the Shelter Cluster.
- Present a clearer message from the clusters, it might attract donors.
- Country-level is not going to sell an objective message, global clusters can.
- In terms of Shelter are we considering housing rather than shelter?
- The sector could tap into longer-term housing issues where there may be spaces within the government to have a discussion about emergency shelter responses.
- A good angle to approach it from could be the Human Rights angle, that everyone (especially women and children) needs a roof.
- Shelter is perceived to having been deprioritised and underfunded. Perhaps there's a reason, we need to explore this with donors. In terms of the actual figures of money; Shelter has more funding than WASH. However, what we can do with $1 is different than $1 for WASH. $1 for food may be seen as "life-saving", whereas it's not the case for shelter.
- Investigate the possibility of Cash transfers for Shelter to ease strain on logistic restraints to operating.
- Access to disaster areas are easier than conflict areas, so more research, students etc. can come in to give response. So when it comes to "forgotten crisis", it's perhaps important to see how systems work in other areas (especially in emergency response like Haiti).

For further information: The **Start Network** provides emergency funding for the first 45 days of a response. The Start Network offers fund that's put together for poorly funded or forgotten crisis. Launched in late 2014, the Start Network is a consortium of 19 leading NGOs working together to strengthen the humanitarian aid system. The consortium works in three areas: Start Fund

(financing for emergency response); Start Build (strengthening civil society capacity); and Start Beta (creating platforms for partnerships and learning).

Plenary

Accelerating Housing Recovery
Presentation from USAID/OFDA - Charles A. Setchell

Chuck Setchell presents OFDA's experiences of partner's activities in housing in a post-disaster recovery context. He explains that houses are massive economic assets, so much more than just a shelter. We could say that: Shelter > 4 Walls + Roof (S>4W+R) – a shelter is more than 4 walls and a roof. Based on experiences he presented several guidance points to take into account when designing shelter programmes and on-going recovery activities; Designing for risk reduction does not cost more, a neighbourhood-based (settlement) approach is preferable to relocation, consider the context in detail, and learn from the traditional construction methods. A further discussion on the cross over between relief, reconstruction and recovery looked at the roles of the development community versus the humanitarian Community.

Q and A
Q: How will we get a wider range of actors in a room together to initiate a paradigm shift?
A: There needs to be acknowledgement of leadership. Is the development community is strong enough yet for us to "pass the baton". It's all about thought leadership. Humanitarian actors over my 16 years have not incorporated housing in their agenda. It's up to us to create a framework to make development actors comfortable in joining in and provide assistance.

Q: Idea of line ministries. This does not exist in humanitarian world - how do we connect with a fragmented approach to development?
A: We are already seeing combinations of various sectors eg. WASH, Shelter etc. This already gives us a stronger and more coherent voice.

Q: Is getting development communities involved the answer? Is this already happening?
A: Urban development organisations don't have housing on their agenda; it's very low down on their radar. We need to help the development sector and the private sector to engage with shelter, by framing it in a particular way for them.

Q: "Us" and "Them" attitude. How can we promote a "We" mindset?
A: Recently people have taken stock a bit. If the development community don't do housing then what is Plan B?

For further information please contact: Charles Setchell: csetchell@usaid.gov

Group exercise

Needs for future research
What do we want to know about recovery that we don't already know?
Facilitated by John Twigg, UCL

Priority issues/questions

Nature of recovery
1. How do we define recovery? (status quo versus build back better; sustainable & achievable?)
2. What does recovery look like (from multiple perspectives)?
3. What role does shelter play in recovery?

Sectors, actors and co-ordination
4. What comes after sectors? Is this approach still relevant? How can it be improved and adapted to enhance recovery?
5. How to engage with different sectors – including other clusters, development actors, communities, housing providers and government to ensure a more joined-up approach
6. Who are the recovery actors?
7. How can we approach recovery in an integrated way whilst cluster system is in place (shelter has a multidimensional outcome: livelihoods, education, protection)
8. How can we better facilitate co-ordination? How to move to collaboration?

Urban disasters
9. Urban context: sheltering without shelter, non-physical solutions, rentals/host families – dearth of evidence about what works
10. Study of landlords, motivations; mapping current shelter situations (renter, owner). Landlords hold power: we can harness this to implement bigger and better.

Displacement and relocation
11. Is recovery applicable to refugees, migrants and long-term displaced?
12. Comparing relocation versus on-site – which is safer? (socio-economic, environmentally)

Impact and scaling up
13. Impact and scale:
    - How do we (humanitarian agencies) impact existing structures (in recovery)?
    - How do we do this at scale? How do we become more strategic [web of influence], influence markets and supply chains, create an enabling environment promoting recovery at scale, and are we a broker between civil society and service providers?
14. Are success stories transferable?
15. Is there a better way of funding recovery? Private sector finance and loans? Current funding models are problematic and too small for needs.
16. Including economic impacts
17. Not reinforce inequality

Monitoring, assessment and research
18. Monitoring of housing market, materials. Can we develop community-based monitoring? Not sure what our impact is.
19. Cash-based responses: how do we measure impact? Unrestricted or unconditional cash blurs the sectors. Where are the answers from the research?

Information and knowledge transfer
20. Where can we access information which is already there? Where is the research which has already been done? Who has the knowledge? (Shelter Centre, Save the Children shelter folder, shelter cluster website, Reliefweb) Online forum? Share outside shelter with other sectors
21. Communication and behavioural change
22. How do we communicate technical advice to self-rebuilders at scale?
23. How do we influence behavioural change in self-recovery?
24. What does self-recovery mean?

Methods and techniques

25. Design and brief (local context-specific) – hazard, regulatory frame, local materials
    - Who should do this?
    - past disaster issues: unprepared as a sector, not in an accessible form
26. What does contextual analysis look like? How do you do it quickly?
27. What is the role of cash?
28. Timeframe, during process of engagement
29. How does early recovery impact self-recovery? (speed v quality, scale v quality)
30. What is the context when planning a response?
31. How do we support self-recovery in dangerous/illegal areas?

OTHER ISSUES/QUESTIONS (all groups)

32. What do we want research to do for us?
33. Where and what is the next mega-disaster?
34. What percentage of houses is at risk in cities globally? Scientific quantifiable risk register of global cities, including capacity to respond (top 10)
35. Is there a way to measure quality of life and link it to shelter?
36. Can we link researchers, implementers and donors better? Clearing house? Demand-led research?
37. Can we involve the City of London in funding shelter projects?
38. How did things work previously?
39. How should we change the way we work?
40. Measuring impact: how?
41. Be clear about what we should/should not do, can/cannot do
42. Urban IDPs
43. Phases: where do they stop/start? (relief/recovery)
44. How do we define and reach beneficiaries?
45. Who drives recovery: government, private sector, beneficiaries?

For further information please contact John Twigg j.twigg@ucl.ac.uk

Book Launch

Still Standing: Looking back at reconstruction and disaster risk reduction in housing
Edited by Theo Schilderman and Eleanor parker

Introduced by Jo da Silva, Speakers – Eleanor Parker, Theo Schilderman and Claire Tawney
Many organisations are very honest in the book this allows us to learn valuable lessons about what makes shelter and housing programmes work. There is a wealth of experience in housing programmes but as of yet little evidence of how they contribute to long-term resilience – this book encourages us to think more realistically, and with longer-term horizons. It is a very accessible piece of research, recommended to all. The book contains important case studies written by experienced practitioners. "Still Standing?" is about more than walls and roofs - it's about people and their experiences.

Information

Still Standing? Looking back at reconstruction and disaster risk reduction in housing.
Edited by Theo Schilderman and Eleanor Parker. http://developmentbookshop.com/still-standing