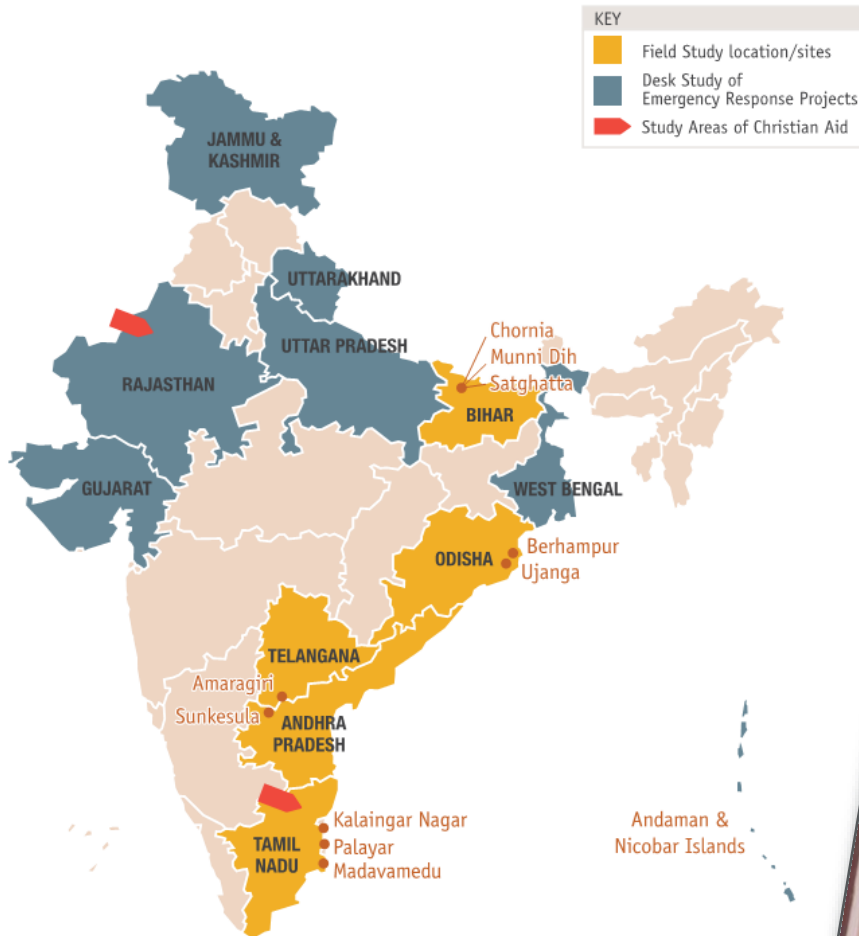


# Post-disaster shelter in India

A study of the long-term outcomes of post-disaster shelter projects

# What & where



# What & where



**The overarching objective of this study is to evaluate the medium- to long-term effectiveness of CARE's shelter programmes and recommend measures to strengthen future shelter programmes.**

Table 1: Overview of shelter projects included in the study

Year	Type of disaster	Geographical area	No. & type <sup>1</sup> of shelters	NGOs	Level of Study
2001	Earthquake	Gujarat	4999, permanent	CARE, SEDF	Literature review only
2004	Tsunami	Tamil Nadu	1713, permanent	CARE, CREED, SEVAI, Voice Trust, MATA, SOSOD	In-depth
2004	Tsunami	Andaman & Nicobar Islands	286, permanent	CARE, MAM	Literature review only
2005	Earthquake	Jammu & Kashmir	352, transitional	CARE, CEE	Literature review only
2007	Floods	Bihar	145, transitional/temporary	CARE, NIRDESH, ADITHI	In depth
2007	Floods	Uttar Pradesh	75, transitional	CARE, BGSVS	Literature review only
2009	Cyclone	West Bengal	115, transitional	CARE, HDC, RKLS	Literature review only <sup>2</sup>
2009	Floods	Andhra Pradesh	148, permanent	CARE, SVK, APARD	In depth
2011	Floods	Odisha	200, transitional/temporary	CARE, Gram-Utthan	In depth
2013	Floods	Uttarakhand	83, permanent	CARE, SHARD	Literature review only

1) The type of shelters given is the description in the project design and does not necessarily reflect the actual durability of the structures

2) Originally it was intended to also visit the response to Cyclone AILA in West Bengal in 2009 but due to the Nepal earthquake on April 25th 2015 the field visits had to be postponed until after the onset of the monsoon season. Consequently, the West Bengal project areas were inaccessible at the time of the field visits.



# 8000 houses





# The power of a good shelter project



Case study: first generation to go to school



# Humanitarian needs & the most vulnerable



Post-disaster shelter programmes which provide durable housing successfully meet humanitarian needs and continue to protect the vulnerable after disasters.

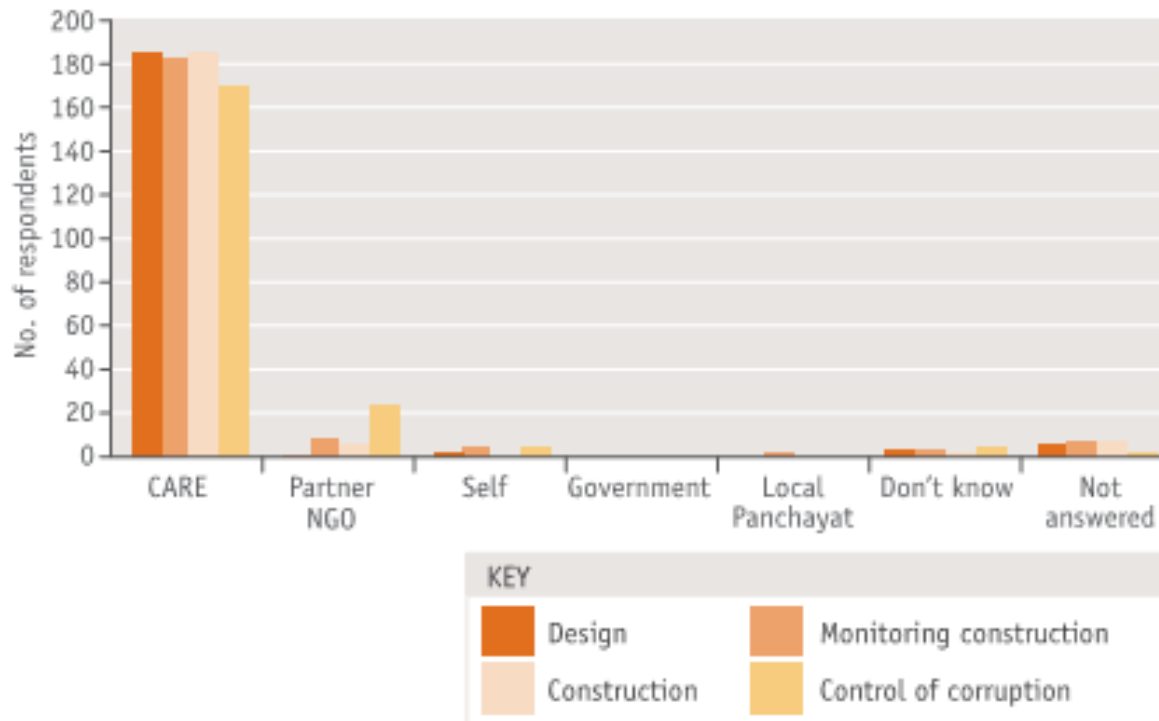


# Top-down product delivery



Generally projects have focussed mainly on the shelter product to be delivered and not enough on building capacity and agency of the beneficiaries.

PERCEPTIONS OF WHO DID WHAT





# Not enough understanding of the economics

Maintenance burden, costs and the economic capacity of beneficiaries are key drivers for, or obstacles to, good long-term outcomes of shelter programmes.





## Case study: equity release

Regina, 40, is a widow who lives with her husband's sister Kupamal, 50. Her husband died four years before.

Her husband was a fisherman and Regina used to support him with preparation of dried fish to sell. Regina now suffers from arthritis and is unable work. However, she gets Rs.1000/- per month in widow's pension from government, as does Kupamal. The Rs 2,000/- per month isn't really enough to live on, so they have made an arrangement with Regina's niece Jayanthiran that she will supplement their income with Rs 1,500/- to Rs 2,000/- per month for medical and food costs, and will pay for their water at Rs 2/- per bucket. Jayanthiran also paid Rs 9,000/- to build a compound wall for privacy. In return there is an understanding that Jayanthiran will get the shelter after Regina's departure or death. The arrangement is an informal equity release agreement.

Regina explained that it was due to the shelter that their life is easy and they can get support from relatives.

# A lot left unfinished

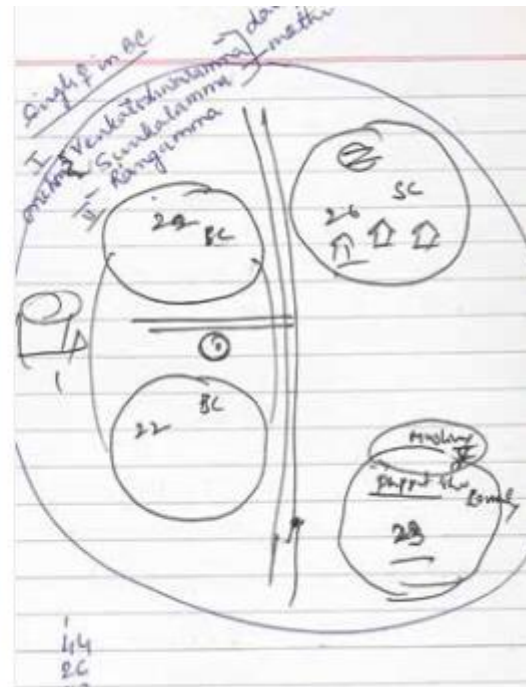


There was insufficient attention as part the shelter projects, especially the relocation projects, to institute good governance and representation for communities.

*Suggested order of additional activities if you can't do it all:*

- 1. Governance & representation*
- 2. Water supply*
- 3. Access to livelihoods*
- 4. Sanitation – if you do it, do it properly!\**
- 5. Housing, land & property rights*

# A lot left unfinished





# Water & sanitation



# Accountability imbalance



Projects generally reflect the priorities of donors, government and NGOs and generally do not take sufficient account of the priorities of disaster affected people.

*An India-specific community engagement process/approach for post-disaster shelter should be developed to allow much more community participation, decision-making and ownership.*

# Accountability imbalance



Figure 25: Consultations using scale models of different house designs in Kalaingar Nagar & Creed Nagar  
Photo credit: CREED



# Accountability imbalance



# Accountability imbalance



# Disaster risk reduction



Physical risk of future natural disasters has been successfully reduced, but other vulnerabilities have not been so well addressed.

*Physical, economic and social risks need to be considered in deciding what a programme should do and be.*





# Terminology obfuscates the nature of the shelters



It is not appropriate to deliver ‘temporary’ buildings to vulnerable people without their understanding and without a viable plan to replace them.

*The words ‘temporary’, ‘permanent’, ‘transitional’ etc should not be used, and instead the durability of the building and its components should be clearly explained. A maintenance manual should be provided.*

# 'Temporary' houses, 8 years later



# 'Temporary' houses, 8 years later



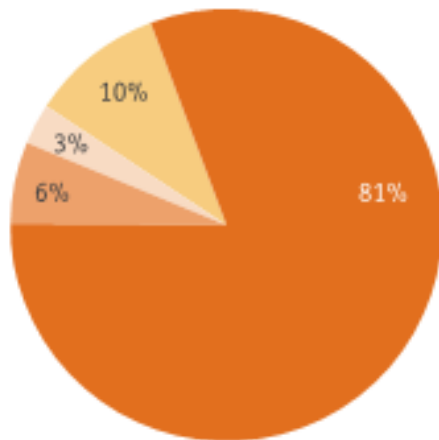
Figure 30: Left: Shelving added internally. Right: Internal partition and a simple loom for weaving mats added.





# Effect of expectations & understanding

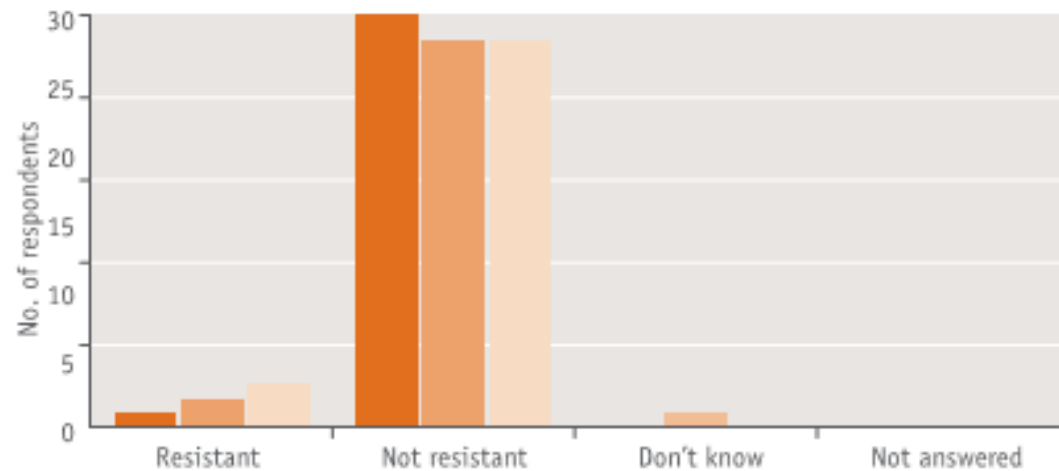
## SIZE OF PRE-DISASTER HOUSE



### KEY



## PERCEPTIONS OF RESISTANCE TO HAZARDS



### KEY



# Gender equality must be meaningfully addressed



Participation of women, and giving land or property title to women, is not in and of itself something that will empower women, but if done in a meaningful way it is a positive part of a wider process of gender equality and women's empowerment.



# Support women's ambitions

## Case study: The story of Girija Devi

Girija Devi took an active part in one of the focus group discussions. She is married and has one son and four daughters. Sulinder Majhi, her husband, is a migrant worker and earns Rs 6-7,000/- per month. During the agricultural season they both work as labourers, earning Rs 50/- per day.

Girija was only able to study until third standard, but she understands the importance of education and sends all her children to school. Her children study every evening and she never allows their studies to be compromised.

"I will try my best to educate my children as far as possible and allow my daughters to marry only after 18 years".

Girija explained that:

"this house has brought economic benefits to our family. Earlier my family use to spend around six to seven thousands in repairing our shelter every year."

Girija is now able to save much of that money, increasing their resilience against periods when they have no work. Girija is concerned about her family's health, as they are unable to use the toilet and there is no functioning health centre nearby.





Projects were often at too small a scale and missed opportunities to support more people

## Case study: “I can catch fish in my shelter”

One woman in Mandari, who lives with her husband and daughter and did not receive a shelter, was interviewed. She explained that she did not understand why she didn't receive a shelter but that she thought the right people were selected. She explained that her shelter was badly damaged, and because she didn't receive a shelter from CARE she had to borrow Rs 5,000/–, in her name, to repair it, at an interest rate of 5% per month, which she repaid in 6 months. She felt that if she had received a shelter she would be much better off, and that her shelter still regularly floods, saying:

“I can catch fish in my shelter”

# What now?



What now for humanitarian NGOs in India, in a rapidly changing context?

*NGOs should strengthen their ability to be a voice for the most vulnerable.*

*The role of NGOs needs to be more focused on ensuring equitable delivery to the most vulnerable and less about the delivery of infrastructure and housing at a large scale.*