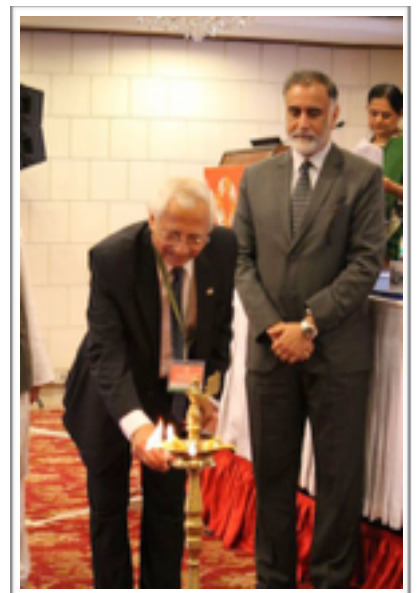




## National Conference on Shelter in Emergencies Challenges and Possibilities

February 25, 2016  
At Hotel Royal Plaza, 19 Ashoka Road, New Delhi



### Workshop Proceedings

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Submitted by Geo Climate Risk Solutions Pvt. Ltd

### Executive Summary









The National Conference on “Shelter in Emergencies” organised by CARE INDIA with support from Christian Aid and Sphere India on 25<sup>th</sup> February, 2016 at New Delhi facilitated the process of exchange of experiences and lessons learned, as well as discussion of challenges encountered in implementing shelter projects in Indian context among a wide range of stakeholders. The conference was organised to disseminate the findings of the shelter study recently concluded by CARE INDIA, and provided a forum to share experiences from the past on shelter in post-humanitarian crisis. The key objective of the conference was to develop a consensus around strategy for shelters in future emergencies in India and the region.

Mr. Rajeev Sadanandan, Joint Secretary, Rural Housing, Ministry of Rural Development was the Chief Guest for the event. The other eminent dignitaries who attended the conference were Dr. Ashok Khosla, Chairman, Development Alternatives, Mr. Vinod Sharma, Honourable Vice Chairman, Sikkim Disaster Management Authority and Eminent professor at Indian Institute of Public Administration and Mr. Ajit Chaudhari, General Manager, Tata Sons. The conference was also participated by well-known shelter experts across the states as well as various international and national NGOs, International donors and UN agencies.

Workshop proceedings were conducted through a series of technical sessions, focusing on the various aspects of shelter construction like sharing of national experiences; capacity-building initiatives; best practices; emerging challenges and future directions for shelter response in India. Each of the technical sessions comprised of thematic presentations by programme stakeholders and experts followed by open discussions.

Going beyond experiences related to the shelter projects, this knowledge sharing initiative also focused on key technical aspects of shelter reconstruction such as disaster risk assessment, disaster-resistant construction, retrofitting, regulatory mechanisms such as building codes and by-laws, use of sustainable construction materials, capacity building of construction fraternity and role of community participation.

Some of the key take points which emerged from the deliberations during the conference were as follows:

-  The shelter is not merely a single entity. Habitation and Habitat should go hand in hand. It is important to understand whom we are building for and balance between structural, environmental and social principles. There should be a much broader discussion with more focus on various sectoral interventions (water, sanitation, hygiene, health, environment, energy and livelihood) to ensure sustainability of shelter interventions and programmes.
-  Community participation and addressing the differential needs of women is an important priority in shelter programming. It is also must to bring in the community in the purview of the shelter construction process to give them complete ownership and accountability of their shelters.
-  Coordination is the key to successful implementation of any shelter programme and it is necessary to deliberate on ways to effectively coordinate with stakeholders.
-  Post-disaster shelter reconstruction should incorporate disaster-resistant features. The focus should be on expanding the existing knowledge base and use of time-tested methods on one hand as well as continuous modernisation of the working methods and adoption of new and innovative technologies and construction materials.
-  Since housing reconstruction is an important component in any disaster recovery programme disaster, institutions involved in disaster management and shelter construction at the national level should take a leading role to access global knowledge and learnings.
-  Effective governance has a critical role to ensure proper implementation of shelter programmes. It is important that the government define a clear strategy underlining the role of each stakeholder.
-  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.
-  There is a need to promote increased use of cash vouchers in shelter projects as it is faster and more flexible in meeting the needs of the affected population. This has other benefits too such as increased accountability, contributing to the local economy, and community livelihoods.

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### Background

Every year disaster leaves millions of people affected in terms of life loss, loss of property/shelter and livelihood. In humanitarian crises, many of those affected are forced to flee their homes, and many homes are destroyed, especially in natural disasters. Therefore, shelter is one of the worst impacted sectors during disasters. The poor, who suffer from income fluctuations, and have limited access to financial resources, are more vulnerable in the aftermath of a disaster. The loss of shelter in disasters is compounded by poor design and construction (very often due to limited financial resource and non-availability of appropriate skills).

Based on the above context, CARE India, jointly with Christian Aid has recently conducted a study of post-disaster shelter projects. The study reviews thirteen post-disaster shelter projects in order to evaluate the medium- to long-term effectiveness. The study focusses on recommendations to strengthen future post-disaster shelter programme in India to most effectively address the complex and interconnected needs of disaster-affected women, girls, men & boys.

Further to disseminate the findings of the study and to brainstorm on formulating a national strategy for shelters in an emergency a National conference was organised bringing together various stakeholders to share knowledge and review different approaches to shelter during post emergencies.

### About the Workshop

The national conference on 'Shelter in Emergencies- Challenges and Possibilities' was held on February 25, 2016, at Hotel Royal Plaza, New Delhi, India. The one-day workshop was organised by CARE India in partnership with Christian Aid & Sphere India. It brought together a diverse group of participants including government representatives from National Disaster Management Authority, United Nations agencies and civil society organisations as well as shelter experts and practitioners, academic and research institutions and non-governmental organisations(NGOs). The workshop was organised to disseminate the findings of the shelter study recently concluded, and also provided a forum to share experiences from the past on shelter in post-humanitarian crisis. The key objective of the workshop was to consider the recommendations of the study by CARE India and to develop a consensus around strategy for shelters in future emergencies in India and the region.

*During the last decade 2005-2015, the number of people who lost their homes due to disasters in South Asia was 15.3 million, of which 8.9 million were in India alone.*

*Source: Emdat*

*The total economic loss due to impact on infrastructure was USD 78 million of which USD 44.2 million dollars was the loss estimate for India.*

Workshop proceedings were conducted through a series of technical sessions, focusing on the various aspects of shelter response, national experiences; capacity-building initiatives; good practices; emerging challenges and future directions for shelter response in India. Each of the technical sessions comprised of thematic presentations by programme stakeholders and experts followed by open discussions.

### Structure of Present Report

This report of the National conference on ‘Shelter in Emergencies- Challenges and Possibilities’ follows the thematic plan of the workshop. Each section of the present report cites the contributors to each session and provides a brief summary of the content of the session, followed by a discussion of concerns raised. The workshop agenda and the list of participants are appended to this report.

### Welcome Address

Mr. Rajan Bahadur, MD & CEO, CARE INDIA welcomed all the participants and outlined the objectives of the workshop. While stating facts of disaster causes and damage that affect billions of people across the globe, he mentioned that India alone faces fourth highest number of disasters worldwide, which has a devastating effect on the economy and significantly sets back the development of the region. He reiterated the need to be better prepared as disasters are on the rise. He also asserted the need to shift the focus from disaster response to disaster preparedness and requested the participants to use this opportunity to learn from important interventions in the shelter sector undertaken by various humanitarian agencies.

Talking about shelter, he stated that home gives a sense of protection to the communities as it is the result of their hard labour, emotions and all the savings put together over a period. Coping with the loss of shelter, which is their only secured asset, is of a great ordeal to them. In addition, the loss is not just limited to the shelter, it has multiple dimensions that also include loss of savings and identity related documents that further aggravate the problems and lead to a vicious cycle of poverty. This is a serious issue and requires deft handling in collaboration with the stakeholders across thematic areas.

Since 1999, CARE India has been responding to the disasters in India addressing the needs of the most vulnerable and marginalised communities through the provision of post disaster shelters. The need is to rebuild their lives. Aspects related to water, sanitation, livelihood, sexual and reproductive needs consideration. Various actors like engineers, architects, civil society, academia need to take concerted efforts to make a lasting impact. CARE believes in building back safer, a mandate that improves the lives of the communities.

He also referred to the study that CARE India in collaboration with Christian Aid undertook to evaluate the medium- to long-term effectiveness of post-disaster shelter responses and to recommend measures to strengthen future shelter programmes, the findings of which would be disseminated in the conference. He congratulated the entire team for their enormous efforts and hoped that the workshop will be able to provide an understanding of this sector that helps in creating a collective action plan for the future.



### Inaugural Session

**Mr. V. K. Sharma, Sr. Professor, Disaster Management, Indian Institute of Public Administration** welcomed the participants and congratulated the organisers for organising an event on such an important topic. He raised some pertinent concerns in the shelter sector especially the fact that demand for housing is much more than the supply. He mentioned that according to a research carried out by BMPTC, the number of houses damaged is much more than the ongoing construction in the country. There is still a huge shortage of housing not only in the metropolis but also in rural areas.

He mentioned that ever since 1991, the recurrent disasters such as flood and earthquake across the region have incurred a huge loss to the housing sector. Over the years, the government has started to focus on vulnerabilities and have taken adaptive



measures such as the construction of houses as per vulnerabilities. Furthermore, the launch of Smart Cities initiative by the government of India is a welcome step in this direction.

Mr. Sharma raised concern over the fact that in most of the shelter projects, the focus is on delivery; however, the need is to deliver the quality that sustains beyond time. Quoting an example of Sikkim Rehabilitation Programme that focused on owner-driven construction, he highlighted how Government of Sikkim emulated lessons that India has learnt in the last 25 years from various disasters. He mentioned that Sikkim model is exemplary and must be replicated by the stakeholders. He also cited examples from Bhuj Housing Reconstruction Programme and compared it to a laboratory displaying various models of community housing construction like owner-driven or by construction agencies and NGOs.

He stressed upon the need to replicate the good practices from the various successful models already implemented in the country. He also exhorted on the need to share these experiences with SAARC countries, capture the good practices, and organise academic discussions.

**Mr. Ajit Chaudhari, General Manager, Tata Sons** address focused on some of the key challenges faced by the shelter sector in India. He mentioned that although Tata group's core work is relief, rehabilitation and livelihood sector, he is glad to be participating in the conference that will provide an insight and understanding of the shelter sector. He raised some critical concerns about the reconstruction of the permanent shelters vis-à-vis availability of finances over 3-5 years of the reconstruction process, setting of standards for the housing construction legal framework and land issues that come within the purview of the state.



He shared some of the anecdotes from his experiences during the Orissa Super Cyclone especially pertaining to social norms that often acts as impediments in the implementation of the shelter projects. He mentioned that there are huge issues around people's beliefs and delving into their belief systems requires interventions by the gatekeepers of rural society such as PRIs and patwaris etc. These members of the society hold position to convince the family members on various issues like house ownership, land titles etc particularly for women (daughter-in-laws).

He also highlighted some of the other issues that are very relevant in any shelter programme like addressing differential needs of the community members, design/structure of the shelters as per specific vulnerabilities, distribution of compensation to the beneficiaries which often get stuck due to lack of coordination amongst various stakeholders.

In his concluding remarks, he stressed upon the need to explore possibilities of private sector intervention in this sector to address some of the underlying challenges.



**Guest of Honour, Dr. Ashok Khosla, Chairman, Development Alternatives** in his inaugural address emphasised that shelter is a very important subject in the field of post-disaster recovery. Climate change is happening and there is an increase in number of extreme events that have huge potential to create damages in properties including shelters. Such events cannot be averted; hence there is a need to take precautionary measures to avert loss to lives and property.

He mentioned the need to develop a holistic science of disaster management that takes in to purview such issues like gender, water, health, livelihood etc. People need to be educated to think of these things as integral to their lives and this can

only happen, when stakeholders across sectors collaborate and take concerted efforts to deal with disasters. Disasters are not natural but result of reckless human interventions is it floods in Kashmir, annual floods in Bihar or Chennai Floods.

He also highlighted that how poor zoning of settlement, lack of laws and standards and haphazard development at the cost of natural environment put us at a great risk. He emphasised on finding solutions to deal with future disasters by bringing in innovations and better ways to address growing needs for reconstruction and resettlements. Rehabilitation includes recreating lives. Infrastructure building can spur terrific growth. We need different kinds of institutions and social objectives that are met by the public. The present norm is addressing immediate shelter needs but long-term rehabilitation is not given much attention. Therefore, effective governance at the local and national level is very important. The norm should be to build habitats that are self-sustaining units with all basic amenities.

In his presentation, he emphasised on the need for social capital, human capital, financial capital and natural capital that are some of the imperatives of sustainable shelter developments. He mentioned that the use of eco-materials such as fly ash bricks & stone dust etc., affordability factor and green technology solutions could go a long way in addressing some of the underlying problems of the construction sector.

He also cited the example of how efficiently Government of Japan collaborated with the civil society during the recovery process of Sendai Earthquake by making use of debris to build back better.

In his concluding remarks, he reiterated the need to build back better through collaborative efforts. He further added that the provision of financial services by the financial institutions is of critical importance. Sharing his experience based on recovery process in Orissa, Latur, Gujarat, Tsunami, and Pondicherry, which followed a participatory approach where local communities build their own houses, he stated that it is essential to leave behind a functioning economy that lasts beyond and provide jobs. The need is to use disasters as an opportunity to make progress in dealing with future calamities.



**Chief Guest- Mr. Rajeev Sadanandan, Joint Secretary, Rural Housing, Ministry of Rural Development** in his speech laid emphasis on some of the underlying issues in the shelter sector. Unskilled labor, unsustainable construction practices and enormous requirement of resources leads to low quality output and dwindling of the natural resources, further aggravating the environmental concerns. He expressed the need to adopt measures such as adopting innovative techniques in the construction process, building capacities of the masons in urban as well as rural areas, combining the traditional wisdom of communities with scientific interventions and latest techniques to build back better in a sustainable way.

He suggested the need for documentation and dissemination of various good practices from across the country such as bamboo construction technology in the Northeast, rat trap bond technology as practiced in Odisha post super cyclone and others for future replication and upscaling in other states.

He mentioned that the entire South Asia is under disaster threats and there is a need to take concerted efforts to introduce technological interventions, building the capacity of masons, promote alternate construction technology and mainstream disaster resilient technology in shelter construction as the sector get affected severely after most of the disasters.

Lastly, he stressed the need of effective governance that is paramount in the successful implementation of shelter projects. Sorting out issues related to land titles, financial instruments and incorporating disaster resilient features in the construction can go a long way in the effective implementation of the shelter projects.



## Technical Sessions

### i) Presentation on Shelter Study findings

**Ms. Eilia Jafar, Head- Disaster Management Unit, CARE India** presented some of the key findings of the Shelter Study undertaken by CARE India along with partners to understand long-term outcomes of post- disaster shelter projects. The presentation covered the methodology, scope of the study i.e shelter projects implemented across the country since 2001 by CAREIndia, Christian Aid and Seeds India, the overall impact at the level of household, women empowerment, accountability and impact of relocation.

During the Q&A session, the participants raised some pertinent queries regarding the duration of the shelter programmes, engagement level with the community and the government, selection of beneficiaries and sites and community monitoring mechanism. The key highlights of the discussion are summarised below:

- ✚ A participatory approach is necessary for any shelter programme. Shelter construction, therefore, should be an informed decision of the beneficiaries.
- ✚ The shelters should be a self-sustaining unit especially during relocation and the communities should get access to basic amenities for e.g toilet construction with the provision of water and sensitisation about the need for basic sanitation and hygiene to ensure behaviour change.
- ✚ Shelter projects need to be locally relevant and should take into purview the development of the entire community rather than just the shelters as a single entity.
- ✚ More public engagement right from the planning process throughout the project implementation cycle and dealing with land title issues of critical importance.
- ✚ It is important to work with the government at the local level to ensure land title and land access as land is a major challenge especially with the vulnerable population.
- ✚ Local mapping of resources prior to the implementation if done in a systematic way can bring in efficiency during the project implementation and has a huge impact on the delivery.
- ✚ Setting up of social monitoring committee for community monitoring in terms of ownership worked well, however, the complaints made by the community were not shared with the humanitarian agencies as the committee wanted to maintain good relations.
- ✚ The beneficiaries should have clarity with respect to repair and maintenance of the shelters and the financial resources it would require in future.
- ✚ The shelter projects are not being done on scale, the need is to target beyond ethnic minorities and make sure that the entire social structure is reflected.

### ii) Technical Session 1: Panel Discussion- Approaches to Household Shelter Construction

The technical session chaired by Mr. Ram Kishan from Christian Aid discussed various approaches to household shelter construction. The presentations by panelists Mr. V.K.Sharma, Sr. Prof.-IIPA, Alok Patnaik, Consultant Operations Specialist, World Bank, Mr. Anindya Sarkar, Sector Expert and Mr. Justin, Habitat for Development focused on importance of safe, sustainable and culturally sensitive reconstruction process that builds back better.

Mr. V.K.Sharma, Senior Professor, IIPA made a presentation on Sikkim Earthquake 2011 Reconstruction and Recovery Programme. The presentation covered the various aspects of Build Back Better Approach that takes into consideration risk reduction features, land-use planning, economic recovery and social recovery. The presentation also covered



specific details on the implementation process, community consultative process, capacity building of the masons, development of mason hand-book and GIS based monitoring system that lead to safer houses, better builders, aware citizens and empowered homeowners.

He spoke about the importance of safe, sustainable and culturally sensitive reconstruction process that help to build back better. He shared some of the key approaches used in the Sikkim Shelter Construction Project that made it so unique and successful. The reconstruction project was implemented with only government funding of Rs.1000 crores and no donor was approached. The reconstruction aimed at sustainable safe construction and has spent Rs. 700 crores so far. A participatory approach was followed and risk reduction features were implemented in all houses and the entire rehabilitation was in situ wherein not even a single house was relocated. This ensured that there was a minimum loss to the environment. Another unique feature of the project is that there has been no legal complaint and everybody accepted the shelters allotted to him or her.

Mr. Alok Patnaik, Consultant Operations Specialist, World bank talked about some key issues that need to be looked upon vis-a-vis provision of toilets in emergency shelters. He reiterated the need for the entire habitat development and emphasis should be on developing smart villages and smart urban shelters.

Mr. Anindya Sarkar, Sector Expert while sharing his experience of shelter reconstruction in Bihar mentioned that the entire process was rooted through beneficiaries that ensured absolute ownership by the beneficiaries and understanding on how the construction is happening. He expressed concern over non-usage of toilets constructed due to lack of behavioural change exercise, however, was hopeful that this may change as people are becoming aware and Swachh Bharat Abhiyaan has made impact on people's psyche as far as cleanliness and sanitation are concerned. He stated that mainstreaming is the way forward.




Mr. Justin, Habitat for Humanity presentation covered the work "Habitat for Humanity" has done in providing shelters to more than 54,000 families through housing and sanitation interventions. He discussed about the problem of open defecation that is so prevalent in India and what interventions they undertook to address some of these challenges. He also underlined the important role both local and global volunteers played in the housing and sanitation projects.

Mr. Ram Kishan from Christian Aid underlined the importance of inclusive approach, participatory methods, locally appropriate shelters that are permanent, harnessing eco-system driven approach and skills at all levels in the shelter sector, while setting out the objectives of the session.

He pin-pointed some of the recommendations from the study vis-a-vis incorporation of DRR features, complementary hygiene promotion programme, addressing the property and land rights of women and strengthening approaches to community engagement in shelter.

He also emphasised the importance of developing a standard template for a maintenance manual in local language so that is easily understood by the community. He concluded by presenting a set of guiding questions that need to be deliberated. The questions mainly delved on making projects inclusive to address the differential needs of the communities, improving the scale of the post-disaster shelter projects by making way for new approaches and the need for all key stakeholders to come together and take concerted efforts.

**The key highlights of the session are summarised below:**

-  **Innovation in construction by recycling the waste such as use of Debris-** In the Sikkim reconstruction project, debris was utilised for making pukka roads. This is a great example of waste management and how such innovative techniques can have a long lasting impact in terms of optimum use of resources.
-  **Recovery in terms of both economic recovery and social recovery are important features-** In Sikkim, this exercise was done in the period of one year in collaboration with the University, Civil Society and other stakeholders.
-  **Innovative Public Service Delivery by engaging the community-** Ownership to the local people in the decision-making process is key to the success of any shelter project. The community should be consulted extensively to find out whether they want funds or ready-made shelters. Support should also be provided in procurement of construction materials



- ✚ **Training and Capacity building of local engineers and masons on disaster resistant technology-** this will help engineers and masons to understand the technical know-how to build back better.
- ✚ **MIS based evaluation system-** Capturing the progress through MIS is an innovative approach to keep track of the progress made from any location. This will help to track day-to-day progress and count the number of houses built.
- ✚ **Inclusive approach-** Each stakeholder right from neighbours to school teachers and other members of the community should be involved in project implementation cycle. The homeowners should be empowered to have their say and give their suggestions.
- ✚ **Language appropriateness-** Mason training handbook in Sikkim was made available in local language that was easily understood by the beneficiaries. Hence construction guidelines and awareness materials should be always developed in local language.
- ✚ **Transparency is the key** and all important aspects related to safety, sustainability, institutional capacity, training and cultural appropriateness are important factors.
- ✚ **Shared responsibility help to attain sustainability:** Developing shelters is a shared responsibility wherein each stakeholder has to play a pivotal role. The major stakeholders such as NGOs, media, academia, the private sector, government and financial institutions have a shared responsibility and can play a major role in achieving the goal of a sustainable and safe housing mission. In India, private sector is very strong and we need to have some institutional mechanism to ensure sustainability.
- ✚ **Shelter projects should take into account environmental and social factors** -Environmental and social aspects of the shelter reconstruction projects must be taken into consideration.
- ✚ **The relocation sites should be properly developed-** In case there is a need to relocate to new sites to mitigate risks, the site should be further developed to accommodate the needs of community members such as access to water, sanitation, community infrastructure and public spaces.
- ✚ **Structural safety is paramount to ensure resilience to disasters-** structural safety measures should be incorporated in all new settlements.
- ✚ **Promote Comprehensive project management approach-** Such an approach will help to ensure quality control, cost efficiency and grievance redress and feedback mechanism.
- ✚ **Needs of most vulnerable and disabled should be accounted** – this includes providing opportunities for livelihood generation in addition to shelters.
- ✚ **Cluster approach, centralised material purchase in case of a big project and involvement of community volunteers help in better implementation-** The support provided by the volunteers lead to lower costs. Cluster approach to shelters such as 83 houses in one location, a bio gas plant and provision of water leads to lower costs. Centralised material purchase also keeps a check on prices as price negotiation can be done.
- ✚ **Governance Mechanism should be strengthened** -Land allocation, partners credibility, transport challenge, the experience of construction and financial contribution are some pressing issues that needs to be addressed.
- ✚ **Strengthen role of Media:** The role of media is detrimental in bringing more funds vis-a-vis how media picks up the issue determined funding.
- ✚ **Coordination is the key implement a successful shelter project:** Establishing a coherent mechanism of the various actors and creating a common forum is essential.

iii) **Technical Session 2: Shelter in sustainable settlements: Beyond the household shelters, how should we support settlements and communities to recover and flourish?**










The session focused on some of the underlying challenges of the shelter sector vis-à-vis recovery of the affected in a sustainable manner. The session was facilitated by Mr. Tom Newby, Shelter Team Leader, Emergency Team Leader, CARE UK and the technical presentation were made by Mr. Asif Shahab, Project Office, Environment & Climate Change, BSDMA, Mr. N.M.Prusty, Mentor cum Director, CDDMASS, Mr. Nirankar Saxena, Senior Director, FICCI and Mr. Ahyar Shandilya, Domain Coordinator, Handicap International. The discussion brought to the fore the relevance of a sustainable settlement that takes care of the individual and collective needs of the people and how settlements and communi-



ties can be supported to recover and flourish.

The presentation by Mr. Asif Shahab, BSDMA highlighted the key findings of the Bihar State Owner Driven Reconstruction Initiative in the aftermath of Kosi 2008 Floods. Mr. N.M Prusty, Mentor cum Director, CDMMASS talked about Sustainability of Shelter Development Programme and emphasised that the goal of disaster-resilient housing for all is a huge task ahead of us. Mr. Ahyar Shandilya, Domain Coordinator, Handicap international drew attention on inclusive approach while Mr. Nirankar Saxena, Senior Director, FICCI talked about the importance of public-private partnership.

The key highlights of the session are summarised below:

-  **Resource mapping prior to emergencies can help a great deal in the effective response and coordination-** Problems encountered during the Bihar ODR initiative such as damage to brick kilns due to heavy siltation that led to the enormous cost of bricks and other construction materials could have been addressed through prior resource mapping.
-  **Mobilising the community through identification of local volunteers-** The intervention of the Kosi Setu Kendra Volunteers and local volunteers can help a great deal in bridging the communication gap.
-  **Established construction practices should be replicated** –Like the use of J type of hooks to withstand cyclonic winds as practiced in Gujarat to address vulnerabilities of housing in cyclone prone areas. Such interventions need to be replicated.
-  **Shelter component should be addressed through State Disaster Management Plans-**The Nodal departments should have clarity on their roles and responsibilities. This can be addressed through developing of Standard Operating Procedures (SOPs). For example the Bihar Government has a 10 point agenda that provides clear guidelines to the nodal departments for addressing the shelter needs.
-  **Emphasise on Access, Institutional development, dovetailing and partnership:** Emphasis on four key points vis-a-vis **Access-** to help place instrument of development in the hand of people especially the poor who always live in the most vulnerable areas; **Institutional development-** community involvement is essential to implement safe housing and that can happen only through institutional development; **Dovetailing with Umbrella programmes-** CSOs need to dovetail initiatives with the existing government schemes. **Partnership-** Establishing partnerships with Corporates and other partners. Corporates can bring in management skills, CSOs bring in social sensibilities and the government has large umbrella programmes that can set an impetus to the agenda of housing for all by 2022.
-  **Capacity Building and use of environmentally friendly technologies:** Building the capacity of masons as well as use of low-cost sustainable materials such as Fly ash bricks should be widely promoted.
-  Exploring the role of public-private partnership for Disaster Management and the need to view DRR as a business opportunity such as social impact ventures like Million Charity business. Corporates need to come up with social business model and make use of funds available.
-  **Focus on inclusion:** Inclusion of people with disability, children and elderly are often ignored in the purview of planning. 80% of the disabled people are not involved in the decision-making process. A participatory approach is must to address the differential needs of the vulnerable communities.
-  **Avoid duplication and promote collaborative approach and efforts:** Humanitarian organisations need to come out of 'working in silos' approach and ensure that duplication of efforts does not happen. A collaborative effort and a planned approach are required to ensure sustainability of shelter interventions.















#### iv) **Technical Session 3: Innovations in Shelter in Emergencies – Reflections from Government, Civil Society and Corporates**

The technical session focused on the innovations in Shelter in Emergencies- Reflections from Government, Civil Society and Corporates. Mr. Vikrant Mahajan, CEO, Sphere India, chaired the session. Presentations by Dr. Sanjukta Bahaduri, SPA, Mr. Sarabjit Singh Sahota, UNICEF, Ms. Zeenat Naizi, Development Alternatives and Mr. Dipan Shah from CEP Trust highlighted the reconstruction efforts and practices that have been successful in the past. However, due to lack of mainstreaming efforts and knowledge sharing, these practices are not renewed or upscaled. Ms. Sanjukta Bhaduri highlighted the importance of site planning and the role of community in selecting their



site. The presentation by Zeenat Naizi highlighted some of the lessons learned from large-scale post-disaster reconstruction initiatives. The presentation covered the overall approaches, materials, technologies, delivery systems and capacity building efforts made in shelter systems. Some of the current challenges ranging from mainstreaming innovation in housing and habitat development, linking with public social housing and insurance systems, large-scale promotion of public awareness and measuring key indicators were also covered. She also highlighted the five key elements integral for shelters like the physical capital, social capital, human capital, financial capital and natural capital without which shelters cannot be sustainable and safe. Mr. Sahota highlighted some of the established practices in the shelter sector that are still not widely replicated due to lack of knowledge and attitude and systematic approach. The presentation made by Mr. Dipan Shah highlighted some of the simple construction techniques implemented in past during various shelter reconstruction programmes having the potential to ensure safe and sustainable shelters.

The objective of the technical session was to highlight the different aspects of shelter response and recovery. A distinct, though equally important dimension of response and recovery associated with the specific demands of the affected communities was discussed. The presentations made provided a number of important lessons and recommendations related to reconstruction, overall response systems, and the need for formulating the strategy for shelter programming. The key points of discussion are summarised below:

-  Widely used construction technologies are still not followed on ground extensively. Even the tried & tested methods of construction are often compromised. The need is to have well-articulated and clear guidelines that are enforced upon as a policy for strict adherence.
-  Adhoc approach is followed during the post-disaster shelter construction. The paucity of time and pressure of quick delivery often leads to compromise in quality. The numbers are achieved but the outcome is not as expected.
-  Preparedness measures in advance vis-a-vis developing standard guidelines, formulating strategy for shelter programming and identifying local resources, partners and skills at various hazard prone districts can go a long way in responding to disasters effectively and efficiently.
-  The difference between temporary, transient and permanent shelters need to be clearly spelled out.
-  Since incremental housing is often promoted under various shelter programmes, community should be properly trained on how they should construct their new extended housing and adhere to disaster resistant technology while constructing newer sections.
-  Considering the hazard profile and level of risks district wise or area wise housing designs can be developed by CARE INDIA which could be readily used after due consultation with the affected community.
-  Shelter is much beyond housing. There is a need to focus on the various essential elements required for sustainable living while planning a shelter site. One needs to go beyond architecture and take concerted efforts to address issues related to livelihoods, access to basic services, social interactions and inclusion.
-  Shelter programmes should address the individual needs so that it becomes inclusive. Target the most vulnerable during the assessments, planning, designing and monitoring.
-  There is a need to develop specific shelter strategy in the lines of Post Tsunami Shelter Strategy developed by Government of Srilanka.
-  Site planning, project management and schedule for completion need to be emphasised as key elements in any shelter project.
-  There is a need to strengthen coordination among various stakeholders and establish such coordination mechanism like TNTRC (developed post 2005 tsunami) and SETU (developed post kutch earthquake).
-  Technology demonstration units, setting-up material banks to promote sustainable housing technologies and mapping of locally available resources (materials and human) can help in better planning.
-  There is a need to focus on setting up good governance mechanism so that learnings and practices are institutionalised.
-  There is a need to focus on vernacular technologies and establish institutional relationships for technology innovations.

## Concluding Session

### Summary of recommendations



Mr. N.M Prusty chaired the session. On the panel were Mr. Ram Kishan, ChristianAid, Vikrant Mahajan, Sphere India and Tom Newby, CARE UK and Mr. R.K Jain, NDMA. Mr. N.M Prusty summarised the key highlights of the conference. He spoke about the importance of tripartite agreement between CSOs, government and private sector and the need to move from charitable model to business model. Community engagement is paramount right from the planning stage and the need to prioritise community driven approach than a product-based approach is well understood by all. He reiterated that this national conference provided an opportunity to define a very definite advocacy agenda and go back to the policy makers by presenting the recommendations in a formal way.







Panelists Mr. Ram Kishan, Christian Aid, Mr. Vikrant Mahajan, Sphere India and Mr. Tom Newby, CARE UK who were the facilitators during the various break away sessions presented the key findings from each of the technical sessions to the chair during the plenary. Mr. Jain, NDMA spoke at length about the implementation strategy for the shelter component under the National Cyclone Risk Mitigation Programme. He talked about some of the key approaches used in the project implementation vis-a-vis selection of sites, design of multipurpose cyclone shelters, training of communities for upkeep and maintenance of shelters etc.

The panelists reiterated some of the key issues and challenges and deliberated on various possibilities of building back safer. It was unanimously supported that a better approach to shelter reconstruction is to build houses in-situ i.e. in same location and use of innovative technologies and locally appropriate materials to safeguard environment.

In terms of community participation, it must be ensured that their involvement begins right from the design stage and should be involved in decision-making process. Collaborative efforts by involving all relevant stakeholders and capacity building at all levels are essential to ensure sustainability of shelter interventions.



**The summary of recommendations in addition to those, which came out during each of the technical sessions as shared by the Chair, is presented below.**

-  **Strengthen Coordination:** Interagency coordination and a coordinated plan of action with involvement of all key stakeholders are paramount to achieve the desired results.
-  **Complimentary skill development** in the domain of disaster resilient construction in urban as well as rural areas.
-  **Consultation to identify gaps** and prepare a road map of actions so that it can find its space in the National Program for Skill Development.
-  **Promote Inclusive approach** focus on ensuring equal representation from all groups in a community. There is a need to assess whether selection of beneficiaries is actually an informed choice.
-  **Promote Innovations:** Use of innovative measures such as use of debris, core house concept, and owner-led industry led innovation, fly ash and stone concrete blocks should be explored in larger scale and up-scaled wherever found appropriate.
-  **Strengthen role of women, women led enterprise and contractors-** as they play an important role during the implementation of shelter programmes.



- 📌 **Focus on integration and mainstreaming:** Disaster Risk Reduction Planning should be an integral part of development planning. The whole aspect of convergence requires appropriate policy planning and advocacy at the highest level.
- 📌 **Develop a National Guideline on shelter programming after emergencies:** NDMA may bring out a guideline and a set of indicators that can provide guidance to the state government on designing of sustainable shelter programmes.
- 📌 **Department of Rural Development and District Disaster Management Authority's (DDMAs) are key stakeholders in states:** To ensure structural safety and promote safe construction of shelters there is a need to work with these entities. The junior engineers at block levels in various states who are often involved in monitoring and supervision should be trained on safe construction practices.
- 📌 **Water and Sanitation should be an integral part of any shelter programme:** Shelter programmes should include water and sanitation facilities ensuring access to water and hygiene promotion initiatives.
- 📌 **Promote Risk insurance in rural housing programme.**
- 📌 **Dovetail and integrate with larger government schemes to ensure sustainability.**
- 📌 **Develop a standard operating procedure/protocol on how CSOs, government, academia and corporates can work together in the shelter sector.**
- 📌 **Organise mason training programmes:** Train both men and women.
- 📌 **Strengthen mechanisms to ensure implementation of various building codes on ground.**

### Closing remarks & vote of thanks

G. Senthil Kumar, Executive Director, Program Quality and Learning, CARE India expressed his vote of thanks to the chief guest, participants and technical partners for participating in the National Conference.





**National Conference on Shelter in Emergencies – Challenges and Possibilities**  
**February 25, 2016**  
**At Hotel Royal Plaza, 19 Ashoka Road, New Delhi**

Time	Event	Facilitator
0930 – 1000 hrs.	Registration and High Tea	
1000 – 1015 hrs.	Welcome and lamp lighting	
1015 – 1030 hrs.	Welcome Address	Mr. Rajan Bahadur, MD & CEO, CARE India
<b>Inaugural session</b>		
1030 - 1045 hrs.	Address by Mr. V.K. Sharma, Sr. Prof. Disaster Management, IIPA	
1045 – 1100 hrs.	Address by Mr. Ajit Chaudhuri, General Manager, Tata Sons	
1100 – 1115 hrs.	Address by the Guest of Honour, Dr. Ashok Khosla, Chairman, Development Alternatives	
1115 – 1130 hrs.	Address by the Chief Guest - Mr. Rajeev Sadanandan, Joint Secretary, Rural Housing, Ministry of Rural Development	
1130 - 1145 hrs.	Launch of Shelter Study Report by the Chief Guest	
<b>Technical Session</b>		
1145 – 1230 hrs.	Presentation on shelter study findings	Eilia Jafar, Head-Disaster Management Unit CARE India
1230 – 1330 hrs.	LUNCH	

1330 – 1500 hrs.	<p>Breakaway session : Panel discussion Approaches to Household shelter construction: how can we improve our approaches? Looking at ownership, DRR and construction approaches and considering the economics of housing construction and maintenance. (Reflections from Govt., civil society and corporates)</p> <p>Shelter in sustainable settlements: Beyond the household shelters, how should we support settlements and communities to recover and flourish? (Reflections from Govt., civil society and corporates)</p> <p>Innovations in Shelter in Emergencies (Reflections from Govt., civil society and corporates)</p>	<p><b>Facilitator:</b> Ram Kishan, Regional Emergency Manager, Christian Aid</p> <p><b>Panelists:</b> V.K. Sharma, Sr. Prof. - IIPA Alok Patnaik, Consultant Operations Specialist, World Bank Anindya Sarkar, Sector expert Mr. Murali Srinivas Head, AFHTAC Habitat for Humanity</p> <p><b>Facilitator:</b> Tom Newby Emergency Shelter Team Leader CARE UK</p> <p><b>Panelists:</b> Asif Shahab, BSDMA N. M. Prusty, Mentor cum Director, CDDMASS Nirankar Saxena Sr. Director, FICCI Ahyar Shandilya, Domain Coordinator, Handicap International</p> <p><b>Facilitator:</b> Vikrant Mahajan, CEO, SPHERE India</p> <p><b>Panelists:</b> Dr. Sanjukta Bhaduri, Professor, SPA Sarabjit Singh Sahota DRR Specialist, UNICEF Zeenat Niazi VP, Development Alternatives Dipan Shah-Managing Co.ordinator and Trustee SEP</p>
1500 – 1530 hrs.	Tea Break	
<b>Concluding Session</b>		
1530 - 1630 hrs.	Plenary session Summary of recommendations from the breakaway sessions and open discussion	Mr. N. M. Prusty Mentor cum Director, CDDMASS
1630 – 1700 hrs.	Closing remarks and vote of thanks	G. Senthil Kumar ED-Program Quality and Learning, CARE India